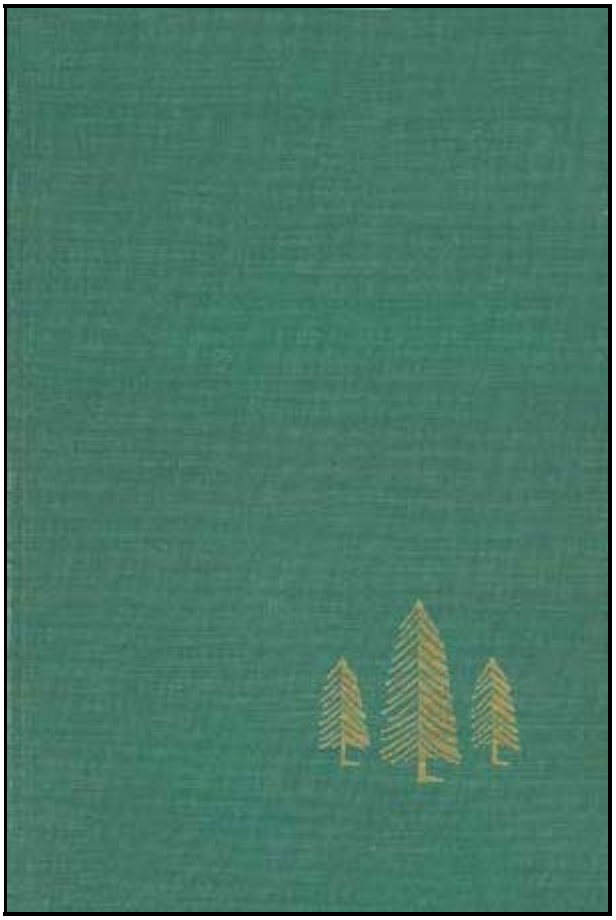
GSA U.S. General Services Administration

Franklin D. Roosevelt and Conservation

Volumes One and Two

Franklin D. Roosevelt & Conservation 1911-1945

Compiled and Edited by
Edgar B. Nixon



VOLUMES ONE and TWO

General Service Administration
National Archives and Records Service
Franklin D. Roosevelt Library
Hyde Park, New York

1957

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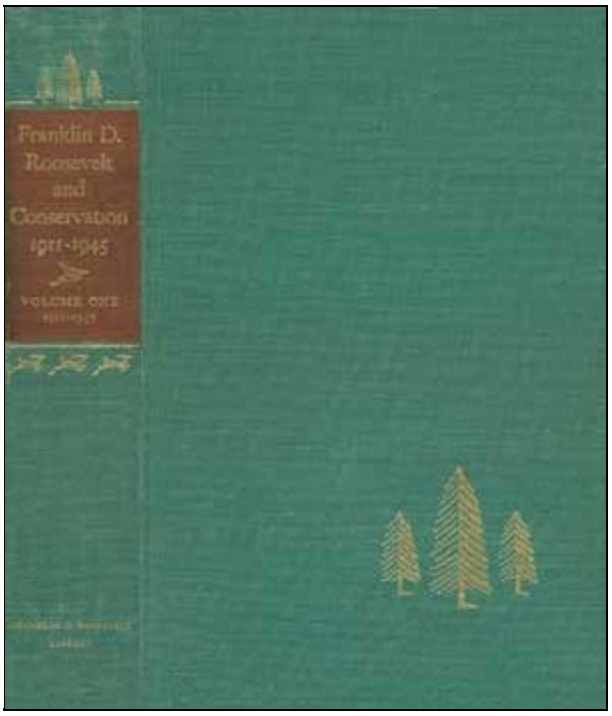
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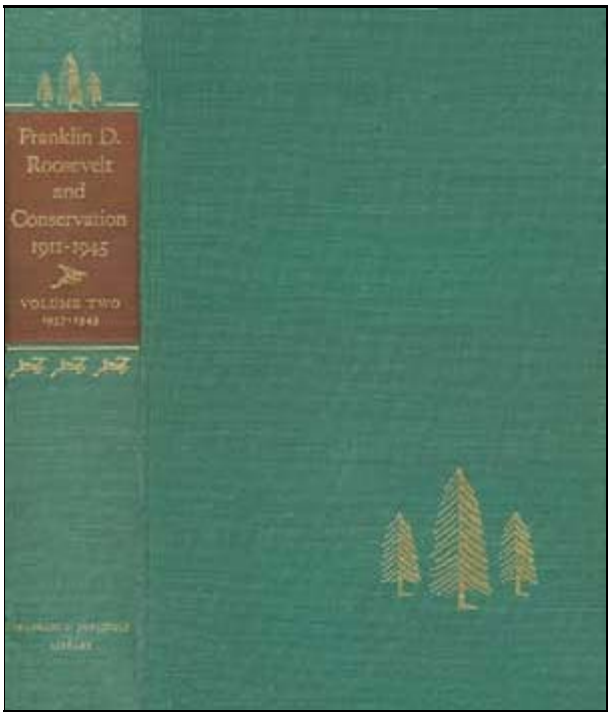
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I see an America whose rivers and valleys and lakes—hills and streams and plains—the mountains over our land and nature's wealth deep under the earth—are protected as the rightful heritage of all the people.

—FRANKLIN D. ROOSEVELT
at Cleveland, Ohio, Nov. 2, 1940

SYMBOLS

A	autograph, not signed
APS	autograph postscript
AS	autograph, signed
CT	carbon typescript, not signed
CTS	carbon typescript, signed
M	mimeographed
T	typescript, ribbon copy, not signed
TS	typescript, ribbon copy, signed

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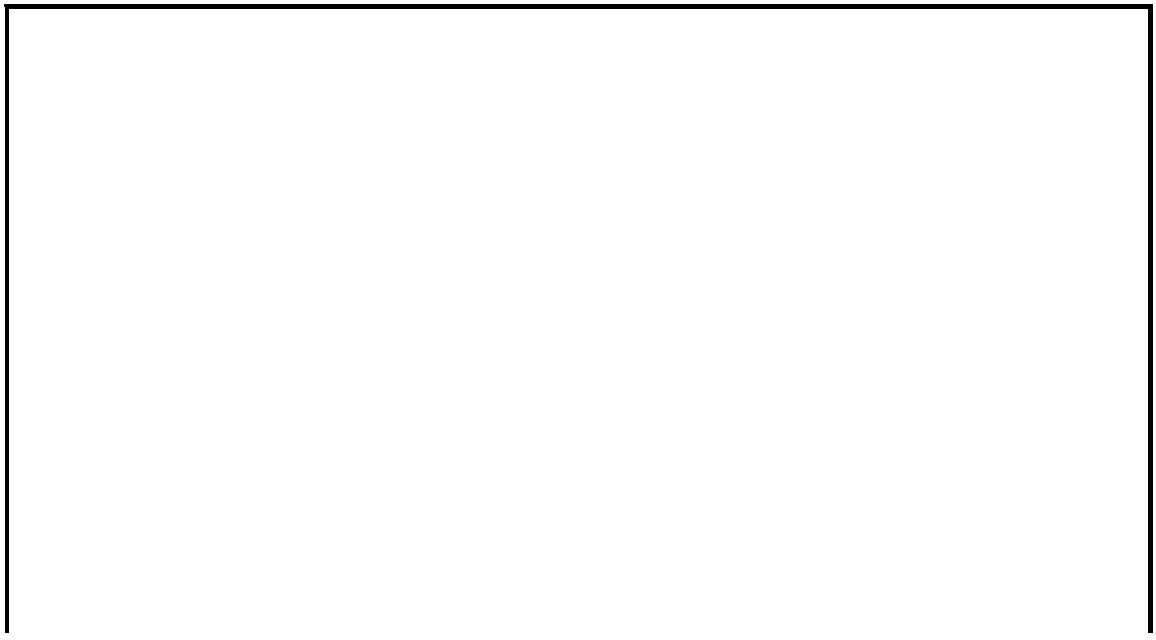
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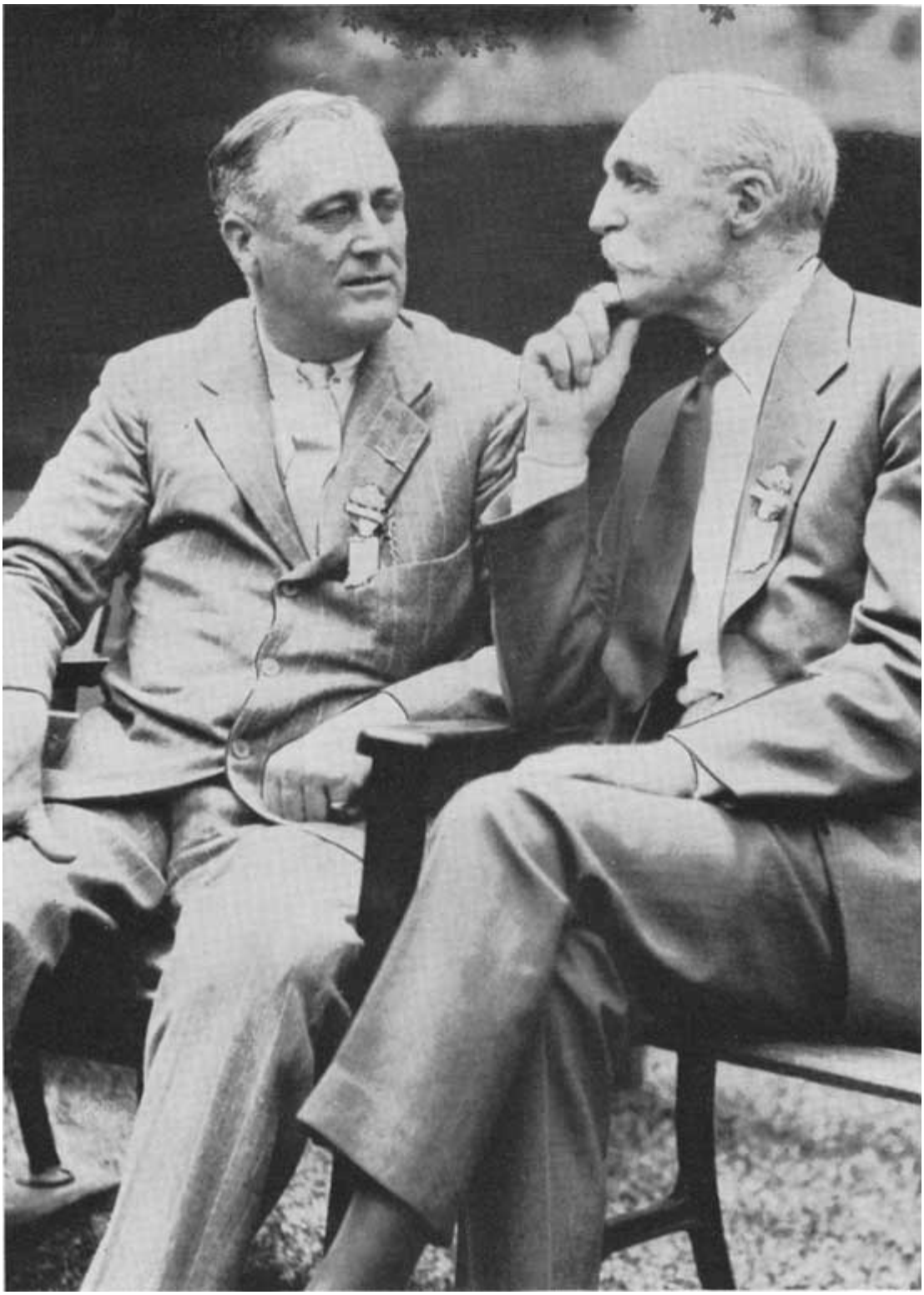
VOLUME ONE: 1911-1937

FOREWORD

THE JOINT RESOLUTION approved July 18, 1939, establishing the Franklin D. Roosevelt Library authorizes the Archivist of the United States to prepare, publish and sell textual reproductions of the Library's materials. This authorization indicates that the framers of the resolution were aware that one of the most important responsibilities of an archivist is to make the papers in his custody widely and conveniently available for research use as quickly as possible. This can be done in a number of ways, but publication in book form is still the method best calculated to be of maximum help to the largest number of potential users.

There is no lack of precedent for the publication of the letters and public papers of American statesmen. It is, in fact, the method to which American scholarship has become accustomed in making use of such papers, and many projects of this kind are now under way. For a number of reasons, however, the publication of the papers of Franklin D. Roosevelt cannot be approached in the same manner as that which has been or is currently being followed in publishing the papers of earlier Presidents. President Roosevelt died in office, and in accordance with his wishes the Federal Government became the owner of the entire body of his papers almost immediately after his death, a situation without precedent in the history of this country, and one that presented unique problems as well as a unique opportunity. The opportunity is one that American scholarship has never had before—the opening of a President's papers for research use only a few years after the expiration of his term of office. The problems are two in number—how to reconcile the research use of contemporary materials with generally accepted standards of propriety in the use of personal papers, and how to cope with the enormous masses of papers that have resulted from the changes in the Presidential office during the last generation.





Franklin D. Roosevelt and Gifford Pinchot at the Governors' Conference, French Lick, Indiana, June 2, 1931.

Both the problems and the opportunity take on even larger dimensions if publication *in extenso* is contemplated only ten years after a President has left office. None of the publication projects of this kind hitherto undertaken was begun until at least forty years after the President had left office. All follow a simple chronological arrangement and envisage the issuance within a few years after the commencement of the project of a multi-volume "set" of books of uniform size and binding, which will, bibliographically speaking, constitute a single

item. This form of publication carries the authority of custom and long public acceptance. But when it is attempted to apply this formula to the Roosevelt papers, immense difficulties at once present themselves, particularly for the papers of the Presidential period. Here the length of his tenure, the recency of his tenure, and the profound changes in the nature of the Presidential office during the last generation make the question of the publication of the Roosevelt papers not only one of a different order of magnitude from that of all of his predecessors, but also a different kind of a problem.

The first and most obvious factor is that of sheer volume. If the letters and other papers of Franklin D. Roosevelt were to be published on the same scale and in the same fashion as that now being followed in the case of the Jefferson papers, they would fill not less than 200 volumes. More vexatious than the question of bulk is the change that has taken place in the nature of Presidential "papers" in the last twenty-five years. These changes are not peculiar to the incumbency of Franklin D. Roosevelt, but will be characteristic of the papers of all Presidents hence-forward. The White House now has a large staff, including aides, secretaries, administrative assistants, and clerks, who together comprise an administrative organization through which papers move in prescribed procedural channels. This staff handles the immense volume of mail that now pours into the White House each day, mail that results in part from the habit formed by the general citizenry in the last twenty-five years of writing letters directly to the President, and in part from the expansion in the activities of the office itself during the past generation.

A large amount of Presidential correspondence also now results from the requirements of public relations activities, another new factor in the Presidential office. Our Presidents today sign many hundreds of letters containing anniversary greetings to service clubs, churches, civic organizations, trade unions, newspapers, and other public and private organizations. The Presidents also sign numbers of other communications, such as "thank-you" notes for small gifts, letters of condolence, letters of encouragement to ill and physically handicapped persons, and other missives, which, as a class, are hardly worth publishing in their entirety. Hence it is quite unrealistic to speak any longer of "complete" publication of a President's papers. And if one undertakes to begin publication only ten years after a President has left office, there are some letters bearing on personal, family, and financial matters which for reasons of propriety cannot be published while the affected persons or their close relatives are still alive.

None of these considerations, however, completely precludes publication if one conceives of the papers of a contemporary President, not as a uniform or monolithic mass to be published in its entirety, but rather as a great heterogeneous body of source materials of varying degrees of research value. Viewed in this way, it is apparent that the Franklin D. Roosevelt papers do contain certain rich seams that can be extracted for publication immediately. This approach led almost inevitably to the choice of conservation of natural resources as the subject of the first documentary publication of the Franklin D. Roosevelt Library.

Franklin D. Roosevelt's biographers all agree that he held a lifelong belief in the necessity for conservation. His interest in this field had the natural result of producing among the Roosevelt papers an extraordinarily large and rich volume of documentation, all of which can now be published. The difficulty lay only in selecting from the huge mass those papers that are of sufficient significance to warrant publication.

These volumes are thus the first result of an attempt to formulate a new pattern for the publication of the papers of contemporary Presidents. It will be followed by similar volumes as soon as papers on other important subjects can be selected and edited.

The task of selecting, compiling and editing these documents has been carried out under my

general supervision by Edgar B. Nixon of the staff of the Franklin D. Roosevelt Library.

HERMAN KAHN
Director, Franklin D. Roosevelt Library

WAYNE C. GROVER
Archivist of the United States

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Franklin D. Roosevelt and Conservation

Volume One

VOLUME ONE: 1911-1937

INTRODUCTION

THIS PUBLICATION represents a selection from the papers of Franklin D. Roosevelt in the Franklin D. Roosevelt Library that have to do with the conservation of what are commonly called "the natural and renewable resources": soil and water, forests and other soil cover, wildlife, and scenic and wilderness areas. Documents concerning "nonrenewable natural resources," such as coal, oil and minerals, have been excluded. Papers concerning water power have also been excluded, although that subject is mentioned in papers dealing with water resources in general, and with Roosevelt's ideas on the regional approach to resource conservation.

This limitation of the subject was necessary because of the great volume of Roosevelt papers on the subject of conservation in general. It does, however, coincide with Roosevelt's main emphasis. He was concerned with the conservation of all the natural resources of the nation but he was most interested in, and most eloquent about, the devastation of our forests, the destruction of our soil, and the needless spoliation of our great scenic and wilderness areas.

Within the limits described, this publication includes all of what appear to be the basic and significant materials except certain kinds of formal documents such as laws and executive orders. These are readily available in print elsewhere. The documents here printed, however, constitute about a third of the total number of documents that have been identified among the Roosevelt papers as bearing on the subject of the conservation of natural, renewable, resources. A calendar listing all such documents has been prepared, and both the calendar and the documents not reproduced here may be examined at the Franklin D. Roosevelt Library. Microfilm copies of them may be obtained.

No examination was made of the scores of manuscript collections and archives in other depositories that might contain relevant documents not duplicated in the Franklin D. Roosevelt Library. When an important document not in the Library was known to exist elsewhere, however, an effort was made to obtain a copy for publication. The source of such a document is indicated.

The papers of a President do not, of course, contain all the important documents on every issue with which his administration dealt. They concern only those matters with which he chose to deal or into which he was drawn at the request of an executive agency, a member of Congress, a state or local government official, or a private citizen. Other matters were dealt with by executive agencies without consultation with him and are not reflected in his papers.

Since many of the documents in this publication concern more than one subject, a topical arrangement was not feasible. The papers have therefore been arranged in chronological order and a detailed subject index furnishes a guide to specific topics. This arrangement has the virtue of simplicity and the further advantage of reflecting the order in which the papers came to the attention of the President or his staff.

Something should be said of the technical problems encountered in preparing these papers for publication. Ideally the historical text in print should be identical in content with the original text and in the case of manuscripts the chief questions are those of authenticity and legibility. The advent of the typed letter has lessened these problems but there remains the question of what to do with the printed letterhead. This may be a simple statement of the writer's name and address or it may include a lengthy and highly detailed description of his business or official position.

To have reproduced these letterheads verbatim would have been wasteful of space and of dubious utility. In this book, therefore, the printed letterheads have been omitted, and the writer's name, address and title have been given in a uniform style. Other information in the letterhead that might conceivably be of use to the reader is given in a footnote. The salutation, close and signature have also been rendered in uniform style except in the case of autograph letters; these have been reproduced exactly as they are. Obvious errors of punctuation and spelling that may definitely be attributed to the typist have been corrected without comment. Errors of the sort that reflect the writer's usage have, of course, been retained. Annotations appearing on the document have been reproduced (with an indication, when possible, of authorship) but filing room marginalia, such as file numbers and cross-references, have been omitted.

Where a letter is known to have been drafted for Roosevelt's signature, either the name of the drafter or that of the department in which it originated is, if possible, indicated.

Other than letters, the only kinds of documents offering any particular editorial problems were Roosevelt's speeches and his messages to Congress. These problems arise from the fact that the speeches and messages may exist in a variety of forms: drafts (in different stages of completion), the final copy or "reading copy," the press release of the final copy, the stenographic transcripts, and (in the case of speeches only) a sound recording of the radio broadcast.

The broadcast recording has been used as the text when available because it is the most accurate text: it contains the last-minute changes Roosevelt made when he delivered the speech, changes not always caught by the White House stenographer. In the absence of a recording of the speech, the stenographic transcript was used, and where this was lacking, the reading copy. Where the reading copy was not available, the press release was used.

Presidential messages to Congress (none of which here published was read in person to Congress except item 204) have been reproduced in the official White House press release version. In a few cases, to show Roosevelt's method in drafting and editing, important changes made by him in final drafts have been shown by cancelled type and italics.

Scores of persons and institutions have been of assistance in the preparation of these volumes. Their kindness and helpfulness are deeply appreciated.

Several other members of the staff of the Franklin D. Roosevelt Library have participated in this project. Carl L. Spicer assisted in the original search for documents. Mrs. Aimee C. Buchanan helped with the indexing and with the technical preparation of the copy. Mrs. Clarice D. Morris did the clerical and stenographic work and performed numerous other duties. Finally, the patient scrutiny and advice given the project by Herman Kahn, Director of the Library, were indispensable to its completion. —EDGAR B. NIXON

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Franklin D. Roosevelt and Conservation

Volume One

VOLUME ONE: 1911-1937

Part I
State Senator to the Presidency
1911-1933

1 ROOSEVELT TO THE J. B. LYON CO., Albany

[ALBANY] *February 9, 1911*

GENTLEMEN: I beg to enclose a copy of my biography for the *Red Book.*[1]

Yours very truly,

[FRANKLIN D. Roosevelt]

FDR—B

[9:CT][2]

[1]*The New York Red Book*, the official directory of State agencies and officers, published by New York State and printed by the J. B. Lyon Co. of Albany.

[2]This number refers to the "group" or specific body of papers in the Franklin D. Roosevelt Library in which the document cited is found.

2 *[Enclosure]*

Franklin D. Roosevelt, Democrat, Senator from the Twenty-sixth district, composed of the Counties of Putnam, Dutchess and Columbia, is a resident of Hyde Park, Dutchess County, where he was born January 30th, 1882.

His father, James Roosevelt, was World's Fair Commissioner from New York State in 1893, was Supervisor of the Town of Hyde Park, and for many years Vice President of the Delaware & Hudson Company, President of the Champlain Transportation Company and Director of many other companies.

Senator Roosevelt was educated at Hyde Park, Groton School, Harvard College and Columbia Law School, was admitted to the bar in 1907 and has ever since practiced law in New York.

In 1905 Mr. Roosevelt married Miss Eleanor Roosevelt of Germantown, Columbia County, and has three children, Anna Eleanor Roosevelt, James Roosevelt and Elliott Roosevelt. He has always been interested in the affairs of Dutchess County but has never held office until

elected senator in the fall of 1910.

He was appointed a Hudson-Fulton Celebration Commissioner in 1909 and is a trustee of several charitable and educational institutions. He is a Director of the First National Bank of Poughkeepsie, N. Y., and a member of Eagle Engine Company and Rescue Hook and Ladder Company of Hyde Park, N. Y.

Lieutenant-Governor Conway in 1911 appointed Mr. Roosevelt Chairman of the Forest, Fish and Game Committee and a member of the following Senate Committees: Railways, Canals and Agriculture.[1]

[9:CT]

[1]Roosevelt was elected state senator on Nov. 8, 1910. His campaign speeches dealt mostly with the corruption of the state Republican administration and the evils of city bossism; conservation was not an issue. Years later he said that he had been appointed chairman of the Senate Forest, Fish and Game Committee because "they couldn't think of anything else for him to do in the Senate" *(post,* 419). However, his appointment coincided with mounting interest in the state in the need for adequate protection of forests, streams and wildlife resources. Governor John A. Dix's first message to the legislature of Jan. 4, 1911, called attention to this subject *(Public Papers of John A. Dix, Governor, 1911,* Albany, 1912, p. 40), and in other legislative messages he urged enactment of conservation legislation.

Roosevelt had become aware of the conservation problem some years prior to 1911 through the forestry and farming operations conducted on the Hyde Park estate, and probably also through his interest in ornithology and in hunting and fishing. (He was, as a boy, a member of the American Museum of Natural History and that institution then, as now, was active in the conservation movement.) References in his papers to conservation as such prior to 1911 are, however, rare, and it may be said that his serious interest in the subject began in that year. The conservation problem in New York State mirrored the national problem, and during Roosevelt's senatorship most aspects of it were before the legislature in one form or another. A good many of his attitudes and theories on the conservation question can be traced to this period.

For a narrative of events of the senatorial period, see Frank Freidel, *Franklin D. Roosevelt: The Ordeal* (Boston: Little, Brown, 1952).

3 ROOSEVELT TO RUDOLF FLINSCH, J. G. WHITE & CO., New York City

[ALBANY] *February 15, 1911*

MY DEAR MR. FLINSCH: I have not answered your letter of January 30th[1] before as I wished to be able to give you some more definite news about the Forest, Fish and Game committee of the Senate. I have now organized the committee and have set a date for a hearing on the only bill affecting Long Island which has as yet been introduced. This is a bill extending the open season for the shooting of ducks to April 1st, of every year. We are to have a hearing on this bill on February 23rd at 2 P. M., and we expect a great number of persons to come before us from Long Island.

I fear I cannot get away from here until the senatorial contest is settled.[2] I agree with you thoroughly that the present Forest, Fish and Game law is satisfactory but that it should be better enforced.

If you care to do so why do you not come up here on February 23rd for the hearing and spend the night with us at our house here, 248 State Street?[3]

Hoping to see you, I remain, Sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR-B

[9:CT]

[1]Flinsch, a member of the engineering and contracting firm of J. G. White and Co. of New York City, wrote frequently to Roosevelt during the latter's senatorial period on fish and game legislation in which he was interested. In his letter of January 30 (Group 9) he opposed the bill (Senate 9) here referred to. (Unless otherwise indicated, the numbers of bills cited are the print numbers.) This bill, to extend from January 10 to April 1 of each year the open season for ducks on Long Island, was opposed by conservationists generally because it was intended to benefit the "market gunners" and the New York City dealers who bought game from them, and because of the great destruction of wildfowl that would have resulted. It was passed by the senate in spite of Roosevelt's opposition but failed to get through the assembly. Following its defeat, a bill to extend the Long Island duck hunting season to February 1 of each year was introduced in the senate and referred to the Forest, Fish and Game Committee. This bill (Senate 1452) was favorably reported by the committee and was passed by both houses. It was vetoed by Governor Dix who noted that numerous protests had been filed against it and "even the game protective associations of the locality affected" were opposed to it *(Journal of the Senate of the State of New York . . . 1911,* Albany, 1911, I, 402-403, 854, 1242; II, 1482-1483; *Public Papers of John A. Dix, Governor,* 1911, p. 117). (The former title will be hereinafter cited as *Senate Journal.)*

[2]Referring to a successful attempt by a group of anti-Tammany Democrats under Roosevelt's leadership to block the election of William F. Sheehan as United States senator. See Freidel, *Franklin D. Roosevelt: The Ordeal,* 97-116.

[3]Flinsch accepted the invitation in a letter of Feb. 18, 1911 (Group 11).

4 ROOSEVELT TO G. O. SHIELDS, PRESIDENT, LEAGUE OF AMERICAN SPORTSMEN FOR THE PRESERVATION OF WILD LIFE, New York City

[ALBANY] *February 20, 1911*

MY DEAR SIR: I am telegraphing you today that I cannot introduce the anti-automatic and pump gun bill. I am, I need not tell you, much interested in the preservation of wild life but feel that as chairman of the Forest, Fish and Game Committee in the Senate I should not be the one to introduce legislation of this kind.

I am, as you must realize, somewhat in the position of a judge and think that some other senator should introduce this bill for you.[1]

Yours very truly,

[FRANKLIN D. ROOSEVELT]

FDR-B

[9:CT]

[1]In a letter of Feb. 16, 1911 (Group 9), Shields, on behalf of the League of American Sportsmen, asked that Roosevelt introduce a bill to bar the use of automatic and pump guns and enclosed a circular (not present) in which was printed a copy of the proposed measure. Roosevelt's excuse for not wishing to introduce the bill (as chairman of the Senate Forest, Fish and Game Committee it would appear that he was the proper person to do so) is not explained by further reference to the matter. On May 3 Senator James J. Frawley (a member of the committee) introduced Senate 1421 to prohibit "the use of automatic or repeating shot guns, pump guns or any gun holding more than two cartridges at one time." On June 20 Roosevelt reported the bill favorably and it was ordered to a third reading; on the next day it was recommitted. No further action on it was taken *(Senate Journal, 1911,* I, 818;

II, 1851, 1908).

5 WILLIAM K. DRAPER, M. D., TO ROOSEVELT, Albany

NEW YORK CITY, *March 20th, 1911*

MY DEAR MR. ROOSEVELT: I am writing you to ask you to use your influence against the passage of Assembly Bill No. 359, introduced by A. J. Levy, which will cripple and destroy the present Shea-White Plumage Law, enacted a year ago.[1]

I wish also to ask you to use your influence against Senate Bill No. 9, introduced by Senator J. L. Long, which will permit duck shooting on Long Island until April 1st. Both of these bills I believe will do great injury to the birds, and will hasten materially the extermination of many species in this vicinity.

I believe that Senate Bill No. 513, introduced by Senator Howard R. Bayne, to prohibit the sale of game in New York, is wise, and would ask you to assist this measure in becoming a law.[2]

I hope that you feel as I do in regard to these matters, and that I am asking you to do what you thoroughly believe in.

Believe me, with regards, Yours very truly,

W. K. DRAPER

[9:TS]

[1]The "Shea-White Plumage Law" amended section 98 of the New York State game law and extended the prohibition against the sale of plumage, skin or body of any bird protected by the law to the same kind of birds imported from outside the state. Wild birds, with the exception of English sparrows, crows and certain predators, and game birds for which there was an open season, were protected from capture and their plumage was barred from sale *(Laws of the State of New York . . . 1910,* Albany, 1910, chap. 256; hereinafter cited as *New York Laws).* The Levy bill failed to pass the assembly *(Assembly Journal,* 1911, IV, 3561).

[2]Approved June 26, 1911 *(New York Laws, 1911,* chap. 438), this bill prohibited the sale of native game; game imported for sale had to be tagged by agents of the Conservation Commission. After it had been in force for one year, the commission called it "one of the best game protective measures ever passed" *(First Annual Report of the Conservation Commission, 1911,* Albany, 1911, I, 75).

6 ROOSEVELT TO WILLIAM K. DRAPER, M. D., New York City

[ALBANY] *March 21, 1911*

DEAR DOCTOR DRAPER: I have your letter of March 20th[1] in regard to certain bird and game bills. The plumage bill introduced by Assemblyman Levy has not been reported out of the Assembly Committee and I trust we shall be able to prevent its passage.

I regret to say that Senate Bill No. 9, permitting duck shooting on Long Island has passed the Senate in spite of much opposition on my part and that of others, by just the necessary number of votes. It is now being considered in the Assembly and I hope will be defeated there; if not I trust that the Governor will see fit to veto it.

Senate Bill No. 513 to prohibit the sale of game in New York will have a hearing before my

committee on March 29th. While this bill is drastic in its provisions I believe that it offers a particularly effective means of preserving our game and the fight on it promises to be interesting.

Believe me, with kind regards, Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR-B

[9:CT]

[1]The location by item number of a letter printed *ante* will not be given when the date is mentioned.

7 ROOSEVELT TO RUDOLF FLINSCH, New York City

[ALBANY] *April 13, 1911*

MY DEAR MR. FLINSCH: I have not had time in the winding up of the senatorship contest to answer your letter of March 25th. As to the question of muffling power boats, I fear that there would be little chance of getting through a measure of this kind at the present session. I think the Massachusetts law is about as clear and effective in its operation as any and I would suggest that that law be followed as closely as possible. Such a bill ought to have support not only from Long Island Sound but also from the lake regions of western New York and the Adirondacks, where power boats have lately become very numerous.[1]

I was sorry you could not get up to the dinner in Albany at which "Buffalo Jones" pictures were shown. I never imagined that anything so extraordinary could be done with a camera.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR-B

[9:CT]

[1]In his letter (Group 9), Flinsch congratulated Roosevelt on the defeat of the bill to extend the duck hunting season on Long Island, and asked about possible legislation to require power boats to use mufflers. Flinsch was especially concerned over the situation in the waters off the north shore of Long Island. His concern was shared by many other users of the recreational waters of the state, who regarded the preservation of the characteristic quiet of wilderness areas as inseparable from the conservation of other wilderness values. By acts approved July 24, 1911, and July 28, 1911, power boats on Lake George and on the tidal waters of the state were required to use mufflers *(New York Laws, 1911,* chaps. 758, 840), but no completely satisfactory control of motor noises on recreational waters has ever been attained in New York.

8 ROOSEVELT ON THE PROTECTION OF STATE FORESTS FROM FIRE

[ALBANY, *May 8, 1911]*

Senator Franklin D. Roosevelt, insurgent leader, caused trouble in the Senate last night when he asked why the Senate finance committee had not reported the bill appropriating $50,000 for the protection of the state's forests from fire. Senator Roosevelt is chairman of the forest, fish and game committee of the Senate, and is friendly to Thomas Mott Osborne, forest, fish

and game commissioner, who is an opponent of Tammany and Charles F. Murphy, its leader.

When Senator Roosevelt made his inquiry Senator Frawley, chairman of the finance committee, said he had sent for information as to the need of the appropriation, but that the forest, fish and game commission had not responded until last night. He added that the matter would be taken up at the next meeting of the committee.

"This bill was passed April 18 in the Assembly on the representation that it was needed at once to prevent forest fires," said Senator Roosevelt. "The department asked the Senate committee to act at once on the bill on April 20. Since that time the secretary of the department has been present every day, so that the senator could get the information he desired."[1]

"I have not been in the forest, fish and game department," Senator Frawley declared, "and I don't intend to go there. I don't know who is at the head of the department, but if anyone wants an appropriation it ought to be known that the place to come is before the committee."

"Senator Roosevelt has not been in the Senate long enough to learn that the finance committee does not go about the departments to learn their needs. The heads of the departments come to the committee."

"But," retorted Senator Roosevelt, "I've been in the Senate long enough to learn who the head of the forest, fish and game department is. The secretary of that department did come before the committee and requested immediate action. He could have explained the purpose of the appropriation. As a result of the committee's failure to act, hundreds of thousands of dollars' worth of property is liable to go up in smoke at any time, and here (pointing to Senator Frawley) is one of the men responsible for this situation."

"Senator Roosevelt has gained his point," Senator Wagner[2] shouted. "What he wants is a headline in the newspapers. Let us proceed to our business."

[ALBANY *Journal*, MAY 9, 1911, P. 11]

[1]This bill had been introduced by Senator Frawley, a member of the Senate Forest, Fish and Game Committee. Why his Finance Committee, to which the bill was referred, did not report it, is not explained. An assembly bill for the same purpose and for a like appropriation was, however, passed and approved on May 31, 1911 *(Senate Journal, 1911,* I, 281, 1129-1130; *Assembly Journal, 1911*, II, 1207-1208; *New York Laws, 1911,* chap. 211).

[2]F. Wagner, Democratic senator from New York, 1926-49.

9 ANDREW D. MELOY, PRESIDENT, NEW YORK STATE FISH, GAME AND FOREST LEAGUE, TO ROOSEVELT, Albany

NEW YORK, *June 15, 1911*

MY DEAR SENATOR: In the name of the vast army of decent men and women of this State who have an interest in preserving its wild life, I wish to thank you for the splendid service you have rendered in helping put through the bill prohibiting the sale of game.[1] I assure you that this law is worth all the rest of the laws covering this subject put together. It is the one service which the Legislature of this winter has rendered to the next generation, and no other law passed at the present session promises to stand longer as a monument to the new spirit to conserve our public resources.

While it is true your name has been associated with many worthy endeavors to lift public

spirit to a higher plane, none of your activities will so worthily fix your place in the public estimation as your consistent support of the bills to conserve our wild life.[2]

Very truly yours,

ANDREW D. MELOY

[9:TS]

[1]The Bayne bill (see *ante,* 5).

[2]Of the twenty-nine bills introduced by Roosevelt in the 1911 session, eight related to fishing and hunting regulations. Of the eight, two were enacted into law: Senate 1118, providing that the state forest, fish and game commissioner might settle or compromise actions brought against violators of state forest, fish and game laws; and Senate 1774, regulating the hunting season on rabbits and hares in certain counties. One bill, Senate 1117, to provide for the creation of a state fish and game board to regulate fishing and hunting generally in the state (rather than by piecemeal legislation), was not reported from committee. Two bills were passed by the senate but not by the assembly: Senate 1758, to regulate commercial sturgeon fishing in the Hudson (a number of Roosevelt's fishermen constituents wrote to him about this bill); and Senate 1658, to reduce fees for nonresident hunting licenses. One bill was passed and vetoed: Senate 694, to close the quail season until 1916 in Dutchess and Ulster counties. In the case of two bills the corresponding assembly bills were substituted, passed and vetoed: Senate 1119, to provide for the appointment of additional game wardens; and Senate 1248, to authorize the state forest, fish and game commissioner to regulate the taking of game in a town (township) when requested to do so by the town board *(Senate Journal, 1911,* I, 340, 601, 602, 700, 1110, 1234, 1267, 1295; II, 1397, 1458, 1526-1527, 1780, 1890, 2008, 2258, 2465; *Assembly Journal, 1911,* Ill, 3262-3263, 3361).

In vetoing the three last-mentioned bills, Governor Dix, in each case, said that the authority requested should be given to the newly created State Conservation Commission *(Public Papers of John A. Dix, Governor, 1911,* pp. 193-194, 245-246, 253-254). The establishment of this commission by act approved July 12, 1911 *(New York Laws, 1911,* chap. 647), was the most important enactment of the legislature in the field of conservation during the session. Introduced by Senator Robert F. Wagner, this brought together in one agency the functions of the Forest, Fish and Game Commission (which was thereby abolished) and the functions of the other state agencies devoted to the conservation of natural resources.

10 ROOSEVELT TO EGEERT BAGG, Utica, New York

ALBANY, N. Y., *January 31st 1912*

MY DEAR SIR: I beg to acknowledge your letter[1] in relation to the proposed codification of the fish and game law of the State. I have laid it before the joint Committee of the Senate and Assembly, which is at present giving hearings on this bill.[2]

I also am an associate of the American[3] Union and have been for many years and I am much interested in all that you say and believe there is much truth in most of your contentions. I am now endeavoring to have the season on small shore birds advanced to at least August 15th. Of course the only danger of this lies in the more southerly part of the State. I must consider, however, that the small shore birds need protection up to a certain point. If you are familiar with the New England coast you will realize that in summer the number of the small shore birds is materially less than it was ten years ago and I am told that this is also true in their breeding grounds in northern Canada and Labrador.

Certainly the small boy must be given an opportunity to learn how to shoot. As one aid to this I have succeeded in amending the law in regard to collecting permits so that minors can also get them.

I am sorry that I cannot agree with you about the wood duck. It may be true that a man who jumps ducks from a boat cannot tell a wood duck but you must realize that the duck is a species in danger of extermination to-day. The prohibition against shooting them nevertheless saves many birds every year.

I am interested in what you say about the blue jay and cowbird. I have always believed as you do but the Department of Agriculture in Washington is apparently convinced that both birds do more good than harm.[3]

Very truly yours,

[FRANKLIN D. ROOSEVELT]

FDR/MKB

[9:CT]

[1]Undated (Group 9), urging an earlier season on certain birds hunted chiefly by boys and an open season on blue jays.

[2]This bill (Senate 117) was introduced by Roosevelt on Jan. 17, 1912, and became law April 15, 1912 *(New York Laws, 1912*, chap. 318). The law codified and made uniform the great number of separate, locally applicable statutes on the taking and possessing of fish and game, and authorized the State Conservation Commission, under certain circumstances, to grant additional protection to wildlife. Previously the seasons and conditions of hunting and fishing in various parts of the state had been determined by separate enactments and had consumed an inordinate share of the legislature's time. In 1911, for example, ninety-five such bills were introduced. The law is described in New York State, *Second Annual Report of the Conservation Commission, 1912* (Albany, 1913), p. 30 ff.

[3]Roosevelt's interest in ornithology began early and continued throughout his life. In 1894 his uncle, Warren Delano, gave him a life membership in the American Museum of Natural History, and as a boy he contributed bird specimens to it. His interest in birds was closely related to his interest in the preservation of the natural scene, as is shown by certain of his Presidential letters dealing with the establishment of national parks and wilderness areas.

11 A STATEMENT ON THE ROOSEVELT-JONES CONSERVATION BILL BY THE CAMP-FIRE CLUB OF AMERICA

[February 1, 1912]

A Campaign To Save Our Adirondack Forests

[Excerpt][1] This Campaign was begun last summer by the Camp Club of America, through its Game Protection Committee. At the request of this Committee, Mr. Gifford Pinchot,[2] a member of the Club, made a trip into the Adirondacks with Mr. Overton Price[3] and several State officials. His report on his findings there and his recommendations will be found in full on the following pages.

On January 15th the State Conservation Commission introduced the Roosevelt-Jones bill, Senate No. 92, Assembly No. 160). This bill contains the suggestions and recommendations made by Mr. Pinchot, and has the approval and support of the Camp Fire Club. We now desire to secure the passage of this bill by the legislature, and for the information of the reader we summarize the whole situation as follows.

The Present Situation

The Adirondack Preserve consists of all the lands in twelve Adirondack Counties, and includes about 3,300,000 acres. Of this the State owns about 1,500,000 acres. The remainder is owned by lumber companies, associations, clubs and individuals. Practically all of this land is useless for any other purpose than to grow trees. The tree growth upon it, however, renders so many and such important services that no similar forest area in the United States is of such high value to so many people.

The Fire Menace is great because of the present destructive methods of lumbering. In 1903 over 475,000 acres and in 1908 over 346,000 acres were burned. Not less than a quarter of the whole area has been burned. No other forest area of equal importance to so many people has been so devastated by fires as the Adirondacks.

Destructive Lumbering On Private Lands Is a Public Injury

The present methods, if allowed to continue, will result in the devastation of practically all the Adirondack timber lands held for lumbering purposes. And in the end the State will be forced to take over these lands and replant them at great expense.

Mr. Pinchot's Recommendations

Mr. Pinchot, as a result of his Adirondack trip, made many recommendations, of which the following are the most important:

1. Additional fire wardens, forest rangers and fire look-out stations. (These have been provided for in the Roosevelt-Jones bill.)

2. State Control and Regulation of Lumbering on Private lands. (This is provided for by Section 88 of the Roosevelt-Jones bill.)

3. A constitutional amendment permitting the management of State forests in accordance with the principles of scientific forestry.[4] (A separate bill will be introduced covering this.)

The Present Campaign

This Campaign is for the purpose of securing the passage of the Roosevelt-Jones bill (Senate No. 92 Assembly No. 160). This bill is really a codification of all laws relating to our lands and forests, but it also provides for additional fire protection and better planting facilities, and makes possible more efficient State forest service.

The greatest advance toward the conservation of the Adirondack forest is found in Section 88. This section prohibits the cutting of trees on private lands smaller than specific sizes, does away with clean cutting and provides that certain trees shall be left for seed purposes. The enforcement of the provisions of Section 88 will mean the end of destructive lumbering and the introduction of scientific forestry upon private lands.

The Principle Involved

The principle involved in Section 88 is by no means a new one; it has been upheld many times in connection with other questions. The State, under its police power, has the right to regulate the use of private property in such a way as to prevent that use from resulting in injury to the people. The destruction of the forests, upon which the people of New York have already spent nearly fifteen million dollars, is proceeding to-day unchecked on many private holdings.

The right of the people to protect their own is directly involved. We have now reached a

clear cut issue between the special interests who assert the right to destroy the forests at their own pleasure and the public interest which demands their protection and preservation.

It is time for the people to stop playing with this problem. If the Adirondacks are to be saved, there is only one way to save them. The State clearly has the right to regulate logging on private lands, and no good reason can be assigned why that right should not be exercised, especially when lumbermen admit that some of them already adopted in their own personal interest, precautions much more strict than those provided by the proposed bill.

Act Immediately

Immediate action is absolutely necessary. Get in touch with your Senator and Assemblyman and demand the passage of the Roosevelt-Jones bill (Senate No. 92 Assembly No. 160). Get your friends to do likewise. The bill has powerful and influential enemies, and in order to win we must act at once and in unison.[5]

[9]

[1]This excerpt is from the first page of a four-page folder published by the Camp Fire Club of America; the other three pages are devoted to "The Adirondack Problem," a report on forest conditions in northern New York made by Gifford Pinchot to the Camp-Fire Club on Dec. 2, 1911. The folder is undated and the supplied date is approximate.

[2]Pinchot (1865-1946) generally considered the founder of professional forestry in the United States, was head of the United States Forest Service (prior to 1906 first a division and then a bureau) from 1898 to 1910. An advocate of the public acquisition of private forest lands, he was an expert on the forests of the Adirondacks and in 1898 published *The Adirondack Spruce* (New York: The Critic Co.)

[3]Price (1873-1914) had been intimately associated with Pinchot in the Forest Service and at this time was vice president of the National Conservation Association.

[4]Forests within the New York State Forest Preserve are protected from lumbering under a provision of the state constitution (now article 14, section 1) which declares that they shall be "forever kept as wild forest lands."

[5]This bill was introduced by Roosevelt on Jan. 15, 1912, as "An act to amend the Conservation Law, in relation to lands, forests and public parks," and was approved April 16, 1912 *(Senate Journal, 1912,* I, 26, 32-33, 389, 616-617, 1045; *Assembly Journal, 1912,* I, 59, 627, 844-845, 851; II, 2368-2411; *New York Laws, 1912,* chap. 444). Except for section 88, here described, the bill was passed in essentially the form in which it was introduced. (For a discussion by the Conservation Commission of the bill as enacted, see that agency's *Second Annual Report, 1912,* pp. 22, 23, 25-26, 28). It codified existing laws relating to the powers of the Conservation Commission over the state's lands and forests and enlarged certain of these powers. Following joint hearings on the bill by the Forest, Fish and Game Committees of the senate and assembly, section 88 was completely rewritten and, as passed, merely authorized the Conservation Commission to enter upon private forests and woodlands and to give advice on the proper practice of forestry to owners and occupants, "to the end that the water supply of the state may be conserved, the forests protected, and the public interests safeguarded."

The new law granted a measure of tax relief to owners of waste or deforested lands who should undertake to reforest according to the directions of the Conservation Commission. Some administrative improvements in forest fire fighting methods were made and lands owned by state institutions were permitted to receive forest planting stock from the state nurseries free of charge. In one respect, there was retrogression. The "top-lopping law," enacted May 25, 1909 *(New York Laws, 1909,* chap. 407), required that all coniferous trees cut in the Forest Preserve counties have their branches lopped off at the time of felling. The new law made this applicable to the "fire towns" only (townships designated as having extraordinary forest fire hazards) rather than to the Forest Preserve towns in general, and it also removed the specific penalties that had been provided for noncompliance.

Roosevelt's correspondence about the bill (a few representative letters are printed below) indicates that pressure from the lumber industry forced revision of section 88. But even had the bill been reported from committee with

this provision intact, it is most unlikely that it could have been passed. The proposal to use the power of the state to prevent the misuse of a privately owned natural resource was in advance of its time, as it was still to be a generation later. It is, however, interesting to note that Roosevelt in 1912 saw the essential problem involved: did ownership of a natural resource carry with it the right to misuse that resource? He was to refer to this problem frequently in later years.

12 OTTOMAR H. VAN NORDEN, CAMP-FIRE CLUB OF AMERICA, TO ROOSEVELT, Albany

NEW YORK, *February 16th, 1912*

MY DEAR MR. ROOSEVELT: I understand that Mr. Houghton, who is Chairman of our Game Protective Committee in the Camp Fire Club, has written you suggesting that arrangements be made looking to the securing of the Assembly Chamber on next Tuesday evening, the 20th inst., at which time Mr. Pinchot expects to speak in favor of your conservation bill relating to lands and forests. I am Chairman of the Adirondack sub-committee which has charge of that campaign, and I have arranged with Mr. Pinchot to make an address on that evening in support of the bill, and also to make such other addresses throughout the State as we may think necessary and as we can arrange.[1]

This morning I have talked with Mr. Marshall McLean, and he suggested that it might be possible to have Mr. Pinchot's talk at the Governor's house, in much the same manner as Buffalo Jones gave his address there a year ago. While the Assembly Chamber would give us a larger audience, the other arrangement would perhaps give the talk a little more publicity, and might accomplish more.

Mr. Pinchot will give an illustrated talk on this occasion with lantern slides, and I feel it will not only be interesting, but most instructive and should not only give us considerable publicity, but should also be educational.

Mr. Pinchot will be in Albany on Monday evening. Awaiting your disposition of this matter, I am

Yours very truly,

OTTOMAR H. VAN NORDEN

[9:TS]

[1]Van Norden was president of the Long Island Game Protective Association and for a time president of the Association for the Protection of the Adirondacks. The letter mentioned, A. S. Houghton to Roosevelt, Feb. 14, 1912, is present (Group 9). After asking Roosevelt to secure the assembly chamber, Houghton added: "I think it will be made a Camp-Fire Club matter so as to have the question of politics entirely eliminated from it. It is our plan to have Mr. Dan Beard as President of the Club, preside, and then have Mr. Pinchot give his talk."

13 ROOSEVELT TO DEXTER BLAGDEN, New York City

ALBANY, N. Y., *February 21st, 1912*

MY DEAR DEXTER: Mr. Robert M. Parker has arrived and appeared at the hearing before my Committee yesterday.[1]

It is an extraordinary thing to me that people who are financially interested should not be able to see more than about six inches in front of their noses. Mr. Parker is, without doubt, a

gentleman of the highest standing, but from all the evidence that the Committee has before it the concern which he happens to be connected with has done about as much as any other to destroy the Adirondacks without giving back a quarter of what they have taken.

This, of course, is entirely between ourselves, but the same old fight is going on up here between the people who see that the Adirondacks are being denuded of trees and water power and those, who in the early days, when grants of timber and water were given for a song, succeeded in getting for nothing what they would have to pay well for to-day.

Nobody here has any desire to confiscate property and the bill before my Committee is a conservation measure, solely. Its main features are (a) That it gives greater facilities to the State to fight fire, (b) That it prevents private owners from denuding a section by cutting off the timber, big and little.

Excuse this long harangue but if you were up here you would realize how difficult it is to get through any measure which is reasonably calculated to benefit the people of the whole State.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR/MKB

[9:CT]

[1]Blagden had asked Roosevelt (Feb. 19, 1912, Group 9) to give weight to the views of Parker, an owner of Adirondack forest land who was opposed to the pending bill to give the state control over the cutting of timber. Blagden said the bill appeared to be "a political move to create officers and unnecessarily hamper the owners of the land in their lumbering operations."

14 ROOSEVELT TO H. S. RIVENBURGH, Hudson, New York

ALBANY, N. Y., *February 22nd, 1912*

MY DEAR SIR: I want to thank you for your kind letter of February 20th[1] in regard to Senate bill No. 92, relating to the Adirondacks and other forests of the State. We have just finished two days' of hearings before the joint Committees of Forest, Fish and Game of the Senate and Assembly.

Mr. Gifford Pinchot and two or three other disinterested individuals spoke for the bill but were opposed by literally scores of people representing the lumber interests particularly. The opposition while aimed at every detail of the bill was really based on the assumption that the State has no right to tell a private individual how he shall cut trees on his own land.

Personally, of course, I think the State has a right to preserve all its forests and watersheds but it is going to take a good many years of education before this can be effectually brought about.

Confidentially I do not believe that the bill will pass in its present form. The timber interests are too strong for us at present but by hammering at the subject year in and year out I feel confident that we shall be able to preserve our forests before they are all destroyed. If this bill fails I am going to introduce another and keep the timberman busy.[2] *[Remainder of letter missing]*

[9:CT]

[1]Rivenburgh, a member of the Commission of Public Works of the city of Hudson, thanked Roosevelt for his interest in the protection of the Adirondacks. He said that it was the wish of everyone he had talked with that the state go even further in restricting forestry on private lands (Group 9).

[2]Following the removal from the bill under discussion of the section to control private lumbering (see statement on the Roosevelt-Jones bill, *ante*, 11), no further legislation of this character was introduced by Roosevelt.

15 ROOSEVELT TO S. D. STOCKTON, Poughkeepsie

ALBANY, N. Y., *February 22nd, 1912*

MY DEAR MR. STOCKTON: Thank you for your letter about the Roosevelt-Jones bill for the preservation of the Adirondacks.[1] We have just had an interesting hearing on the bill lasting two days and the lumber interests were there in force, objecting to every feature of the bill but really at heart only the entering wedge which the bill gives to the State to regulate cutting timber and regulation of water supply on private lands for the benefit of the whole State. I do not feel very confident that the bill will go through but the fight is only just beginning and we intend to keep hammering at it with all our power.

I am very glad to hear that your son passed his bar examinations. They are good things to have behind one for even the best students do not get through on their first try. I should dearly love to go back to a Phi Delta Phi meeting and see him but I cannot get away from Albany on their meeting nights.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR/MKB

[9:CT]

[1]Stockton, general agent of the Northwestern Mutual Life Insurance Company in Poughkeepsie, said that as a member of the Adirondack League Club he hoped the Roosevelt-Jones bill would pass.

16 SPEECH BY ROOSEVELT BEFORE THE TROY, NEW YORK, PEOPLE'S FORUM, March 3, 1912

[Excerpt][1] To put it another way competition has been shown to be useful up to a certain point and no further. Co-operation must begin where competition leaves off and co-operation is as good a word for the new theory as any other. The founders of the republic were groping for the idea when they tried to form a government aimed to secure the greatest good for the greatest number and it is precisely that idea which is being developed to-day along every possible walk of life.

Let us take some examples of this, in what we call to-day, Conservation. We are taking merely a theory which began to be developed in other countries many years ago. It was recognized in Germany for instance one hundred years ago that the trees on the land were necessary for the preservation of the water power and indeed for the health of the people. As a result practically all of Germany is to-day working out the theory of the liberty of the Community rather than of the liberty of the individual

One hundred and fifty years ago in Germany the individual was not restricted from denuding his lands of the growing trees. To-day he must cut only in a manner scientifically worked out, which is calculated to serve the ends of the community and not his ends.

They passed beyond the liberty of the individual to do as he pleased with his own property and found it was necessary to check this liberty for the benefit of the freedom of the whole people.

So in New York State we are beginning to do the same thing. As a whole we are beginning to realize that it is necessary to the health and happiness of the whole people of the State that individuals and lumber companies should not go into our wooded areas like the Adirondacks and the Catskills and cut them off root and branch for the benefit of their own pocket.

There are many persons left to-day that can see no reason why if a man owns land he should not be permitted to do as he likes with it. The most striking example of what happens in such a case, that I know of, was a picture shown me by Mr. Gifford Pinchot last week. It was a photograph of a walled city in northern China. Four or five hundred years ago this city had been the center of the populous and prosperous district. A district whose mountains and ridges were covered with magnificent trees. Its streams flowing without interruption and its crops in the valleys prospering. It was known as one of the most prosperous provinces in China, both as a lumber exporting center and as an agricultural community.

To-day the picture shows the walled town, almost as it stood 500 years ago. There is not a human being within the walls. There are but few human beings in the whole region. Rows upon rows of bare ridges and mountains stretch back from the city without a vestige of tree life, without a vestige of flowing streams and with the bare rocks reflecting the glare of the sun. Below in the plains the little soil which remains is parched and unable to yield more than a tiny fraction of its former crops. This is the best example I know of the liberty of the individual without anything further.

Every man 500 years ago did as he pleased with his own property. He cut the trees without affording a chance for reproduction and he thereby parched the ground, dried up the streams and ruined the valley and the sad part of it is that there are to-day men of the State who for the sake of lining their pockets during their own lifetime are willing to cause the same thing that happened in China. With them the motto is "After us the deluge."

They care not what happens after they are gone and I will go even further and say that they care not what happens even to their neighbors, to the community as a whole, during their own lifetime. The opponents of Conservation who, after all, are merely opponents of the liberty of the community, will argue that even though they do exhaust all the natural resources, the inventiveness of man and the progress of civilization will supply a substitute when the crisis comes. When the crisis came on that prosperous province of China the progress of civilization and the inventiveness of man did not find a substitute. Why will we assume that we can do it when the Chinese failed.

It is the same way with all of our other natural resources in addition to forests. Why, let me ask, are so many of the farms in the State of New York abandoned. The answer is easy. Their owners 50 or 100 years ago took from the soil without returning any equivalent to the soil. In other words they got something for nothing. Their land was rich and the work was easy. They prospered for a while until the deluge came and when it came they discovered that their lands would not produce. They had taken the richness away and did not pay for it with fertilizers and other methods of soil regeneration.

To-day the people in the cities and the people on the farms are suffering because these early

farmers gave no thought to the liberty of the Community. To have suggested to a New York State farmer one hundred years ago that the government would compel him to put so much lime or so much fertilizer on every acre he cultivated would have been an impossibility. He would have stared and muttered something about taking care of his own land in his own way.

Yet there are many thinking people in the State to-day who believe that the time is not far distant when the government of the State will rightly and of necessity compel every cultivator of land to pay back to that land some quid proquo.

I have taken the conservation of our natural resources as the first lesson that points to the necessity for seeking community freedom, because I believe it to be the most important of all our lessons. Five hundred years ago the peasants of Europe, our ancestors, were not giving much thought to us who are here to-day. But I think a good many people in the audience have often considered what kind of a country we to-day are fashioning to hand down to our descendants.

[SPEECH FILE:CT]

[1]In the preceding paragraphs Roosevelt had developed the idea that the long struggle for the liberty of the individual had been largely successful but that it was now necessary to establish the "liberty of the community," the right of the community to require certain responsibilities of its members.

This excerpt is from a fourteen-page text of which three pages are in Roosevelt's hand and the rest are typed. Since the speech was reported only in part (in the Troy *Record* of March 4 and the Poughkeepsie *News-Press* of March 5, 1912), it is not certain whether the Library's text is a draft or the reading copy but it is probably the latter.

17 ROOSEVELT TO A. AUGUSTUS LOW, JR., New York City

ALBANY, N. Y., *March 21st, 1912*

MY DEAR Low: Mr. Lewis Parker has handed me your letter of March 19th in regard to Senate Bili No. 1055.[1]

This bill is not intended to apply to forest regions but only to small farm holdings of the State.

A legislative Committee has just been authorized to take up the whole question of taxation in its relation to forestry. I expect to be on the Committee and we shall go over the ground pretty thoroughly this spring and summer.

My own idea is that there should be a reduction in taxation no matter what the size of the tract. The reduction to be dependent, of course, upon forestry operation to be conducted under the direction and supervision of the Conservation Commission.

Yours very truly,

[FRANKLIN D. ROOSEVELT]

FDR/MKB

[9:CT]

[1]Low asked why this bill, introduced by Roosevelt on March 11, 1912, to reduce town taxes on certain types of woodland, was limited in application to tracts of fifty acres or less (Group 9). The bill provided that owners of such tracts could, on approval of the Conservation Commission, be given a reduced tax assessment (of not more than $10

an acre per year) providing they observed certain silvicultural and cutting practices prescribed by the commission. The object of the measure was to encourage woodlot owners to defer lumbering until their trees were mature. It was not reported from committee but the corresponding assembly bill (No. 1481), introduced by Assemblyman John G. Jones of Jefferson County, was passed and became law April 15, 1912 *(Senate Journal, 1912,* I, 452; *Assembly Journal, 1912,* I, 809; II, 2324-2325; *New York Laws, 1912,* chap. 363).

Roosevelt introduced another bill to encourage reforestation on March 11. This, Senate 1054, provided that tracts of from one to one hundred acres, when planted for forestry purposes with not less than eight hundred trees per acre and according to practices laid down by the Conservation Commission, should be exempt from taxation for thirty years. Underplanting of existing stands was encouraged by a tax remission of fifty per cent. This bill was not reported from committee but the corresponding assembly bill (No. 1480) was enacted *(Senate Journal, 1912,* I, 452; *Assembly Journal, 1912, I,* 809, II, 2324; *New York Laws, 1912,* chap. 249).

Another bill (Senate 1125), introduced by Roosevelt on March 12, died in committee *(Senate Journal, 1912,* I, 478). This was in principle akin to that part of the Roosevelt-Jones bill *(ante,* 11) which would have given the state control over lumbering practices in all privately owned forests. Briefly, the bill would have required, in the interest of the protection of the water supply, forests and public health of the state, that "all private lands located upon any of the watersheds of the state and within the forest preserve counties," which had been deforested or would in future be deforested, should be reforested, unless the Conservation Commission should decide that this was unnecessary in view of the objectives of the act. Such lands would be reforested by the owner under regulations of the Conservation Commission, which would prescribe the number and kind of trees and manner of planting. The commission was given authority "to control . . . the future management and care" of such plantings, and "to control the cutting of the timber thereon." The owner was required "to care for and protect such forest growth" at his own expense, subject to the supervision and direction of the commission. In return he was relieved of any tax assessment for the value of the timber until it should be cut.

Roosevelt introduced one other bill relating to forestry, Senate 1392, to bring certain of the laws having to do with the control of forest fires into conformity with the conservation laws. The companion bill (Assembly 1942) was substituted for the senate bill on Roosevelt's motion and was approved April 15, 1912 *(Senate Journal, 1912,* I, 708, 1057; *Assembly Journal, 1912,* II, 1833-1834, 2324; *New York Laws, 1912,* chap. 371).

18 A. S. HOUGHTON, CAMP-FIRE CLUB OF AMERICA, TO ROOSEVELT, Albany

NEW YORK CITY, *March 25, 1912*

MY DEAR SENATOR ROOSEVELT: At the meeting of this Committee[1] held on Friday night last Mr. McLean made a report upon his week's experience at Albany with relation to the fish and game bill introduced by you and Assemblyman Jones. After his report, the following resolution was unanimously adopted, and it gives me great pleasure to send it to you.

"Be it resolved that this Committee of The Camp-Fire Club of America convey to Senator Franklin D. Roosevelt a vote of thanks for his earnest support of the fish and game bill and an expression of appreciation of his unselfish support of that measure."

The Committee has felt all along that in you it had a friend to whom it could go and could at all times rely upon for assistance in any matter of merit which it might bring to your attention. Both this year and last year this has been strongly borne upon us. While not a part of the resolution which I was instructed to send you, I am sure that I speak for every member of the Committee when I express the hope that in the work which the Committee is to carry on in the future we shall always have you at Albany as a friend and an ally to whom we can look for that assistance so necessary in work of this kind.[2]

Very truly,

A. S. HOUGHTON [9:TS]

[1]Houghton was chairman of the Camp-Fire Club's Committee on Game Protective Legislation and Preserves.

[2]Of the twenty-eight bills introduced by Roosevelt in the 1912 session, five had to do with forestry matters and four with hunting and fishing regulations. Of the latter, the one here referred to (Senate 117, to codify the state's fish and game laws) was the only one of major importance. Senate 619, to permit dealers in game to carry over their remaining stock from the close of one open season to the beginning of the next, was vetoed. Senate 833, to appropriate $60,000 for four game farms, was replaced (following its third reading in the senate) by the corresponding assembly bill, Assembly 1256. This was also vetoed. Senate 940, to define certain kinds of game fish, was not reported from committee *(Senate Journal, 1912,* I, 170, 290, 313, 359, 736, 862, 1137, 1413; *Assembly Journal, 1912,* II, 1631; *Public Papers of John A. Dix, Governor, 1912,* pp. 170, 206). The game-farm bill was vetoed because no funds were available; the game-fish bill was disapproved in an Omnibus veto for general reasons.

19 ROOSEVELT TO A. S. HOUGHTON, CAMP-FIRE CLUB OF AMERICA, New York City

ALBANY, N. Y., *March 26th, 1912*

MY DEAR MR. HOUGHTON: I want to thank you for your very kind letter of March 25th. Will you tell the Committee how very much I appreciate the resolution adopted by them. It is extremely gratifying to have this word of commendation from the Camp Fire Club and I need not say that you can all count on me to continue the work that we are all engaged in.

The fish and game bill is on the order of third reading in the Senate and should pass to-day or to-morrow. I shall hope to see you in New York when the session is over.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR/MKB

[9:CT]

20 ROOSEVELT TO EDWARD S. RAWSON, Port Richmond, New York

ALBANY, N. Y., *March 27th, 1912*

DEAR SIR: I have absolutely no objection to the publication of my letter to you in regard to the new Fish and Game bill[1] but I think it only fair that you should state at the same time that the bill was drawn by a Committee appointed by the Conservation Commission under direction of the legislature to submit a codification of the game laws of the State.

The Committee held hearings both in New York and Albany and before the bill was in final shape many further hearings were held by the legislature. Almost every sportsman's Association throughout the State has been represented at these hearings and almost every sportsman's Association throughout the State has given its hearty approval to the bill now before the legislature.

At the very outset the Committee and those co-operating with it determined that something should be done to correct the absurd situation existing in the legislature in regard to the Forest, Fish and Game Laws. Every year about one hundred bills are introduced to change the law in minor details in separate localities. An inspection of the game laws of the State as they exist to-day shows a state of affairs equaled by no other state in the Union.

The Committee started with the idea that the law itself should be made, as far as possible, uniform throughout the State. That the seasons should be long enough to include all localities and that the Commission should be given power to close these seasons in part or in whole in those localities where it should be deemed necessary for the preservation of game.

I think there is no question of the constitutionality of the bill. The legislature has delegated no powers which it has not full liberty to do. The bill distinctly states that the Commission can close seasons in part or in whole in the exercise of the police power of the State to prevent the extermination or injury to any species. The legislature thinks almost unanimously that this is a proper step to be taken and that it is a step in the interest of Home Rule and simplified legislative procedure.

Yours very truly,

[FRANKLIN D. Roosevelt]

FDR/MKB

[9:CT]

[1]March 19, 1912 (Group 9), explaining and defending the bill (senate 117) here discussed.

21 ROOSEVELT TO ASSEMBLYMAN JOHN G. JONES, Carthage, New York

[ALBANY] *May 15, 1912*

DEAR ASSEMBLYMAN: I have just returned from the Panama Canal and find your letter.[1] I feel with you that we have really accomplished a good deal in Forestry and Fish & Game matters during the past quarter, but like you, I don't want to get mixed up with that business again for some time.

I understand that the Governor has vetoed the appropriation for the Forestry Investigation and so far I have heard nothing of the appointment of the committees.[2] What is your idea about it? I personally do not see how we can get ahead on such an important matter without funds. However, I suppose the committee must be appointed under the resolution and it might be possible for us to meet, recommend a further investigation by the next legislature, state our reasons for not doing any more work and adjourn. Let me know what your ideas on this are.

With my regards, Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR-R

[9:CT]

[1]Apr11 19, 1912 (Group 9) congratulating Roosevelt on the fact that Governor Dix had signed the Roosevelt-Jones conservation bill. Roosevelt had left for his vacation trip to Jamaica and Panama on April 13.

[2]By joint resolution approved March 14, 1912, a joint legislative committee was authorized to investigate the protection and conservation of public and private forest lands through state control and regulation, state policy with respect to the reforestation of lands, taxation of forested and reforested lands, the management and use of Forest Preserve lands, and the conservation and propagation of fish and game *(Assembly Journal, 1912,* I, 1009-1011). An

appropriation of $25,000 for the expenses of the proposed committee was included as part of a contingent item in an appropriation bill, but this was disapproved by Governor Dix on the ground that the object of the appropriation was not specified *(Public Papers of John A. Dix, Governor, 1912,* pp. 107-109).

22 GEORGE E. VAN KENNEN, CHAIRMAN, NEW YORK STATE CONSERVATION COMMISSION, TO ROOSEVELT, HYDE PARK

ALBANY, *Oct. 24, 1912*

DEAR SENATOR: I regret very much that I shall not be able to make a speech or two upon the subject of conservation, in your Senatorial District. I find that it will be impossible for me to do so.

Nothing would give me greater pleasure than to address the Electors of your district and explain to them the very great assistance and support that you gave to conservation during your term as Senator. I can truthfully say that much of the progress that was made was due to your efforts.

Some of the Legislators failed to grasp the full significance of the work of our commission. Your broad grasp of our aims and purposes enabled you to give others an intelligent view of our work, and thereby secure their support.

While we did not succeed in getting one of the measures which we advocated,[1] passed by the Legislature, I beg to assure you that we expect to renew our efforts, and hope for better results at the next session of the Legislature, and I do sincerely hope that you will be returned, to enable you to give our cause further support. . . .[2]

I am very sorry to learn of your ill health, but was pleased to hear that you were improving. I trust that you will recover in time to take some active part in your campaign.[3] With kindest regards and best wishes, I remain,

Respectfully yours,

CONSERVATION COMMISSION
By GEORGE E. VAN KENNEN (H)

[9:T: COPY]

[1]Van Kennen here probably refers to the section of the Roosevelt-Jones bill that would have given the state authority to control lumbering on private lands.

[2]Omitted are three paragraphs on the licensing of Hudson River net fishermen.

[3]Although an attack of typhoid fever prevented him from carrying on an active campaign, Roosevelt was reelected to the senate by a comfortable majority. His collaborator on the 1912 conservation bill, Assemblyman John G. Jones of Carthage, wrote him a congratulatory letter (Nov. 21, 1912, Group 9) and added: "If we are able to keep the old crowd on duty long enough we will accomplish much in the way of conservation of our forests . . ."

23 ROOSEVELT TO JOSEPH P. CHAMBERLAIN, LEGISLATIVE DRAFTING RESEARCH FUND, COLUMBIA UNIVERSITY, New York City

HYDE PARK, N. Y., *October 29, 1912*

MY DEAR MR. CHAMBERLAIN: I have your letter of October 24th in regard to the bill restricting the cutting of trees on private forests.[1]

As far as I recall, the only bill of this nature last year was the general bill amending the conservation law in relation to the protection of lands, forests and public parks. This bill was Senate No. 92, Assembly No. 160. When introduced by me, the bill did have a clause drawn by the Conservation Commission with the approval of Mr. Gifford Pinchot, and, as I remember, the Camp Fire Club, restricting the cutting of trees on private forests. My committee held four or five stormy sessions over the bill, and the opposition of the lumber interests was so well organized that it became necessary to strike out the clause giving the Commission authority to regulate the cutting of trees. The bill, as I remember, provided for a definite size for both hard woods and conifers, below which no trees should be cut. There was, of course, objection raised from the constitutional point of view, and the only reason the clause was finally struck out was because of fear that the whole bill, which was made to codify the existing laws, would fail because of this. Some day, however, I feel sure that a statute of this sort will pass.

I have not got a copy of the bill, but have written to the Clerk of the Senate to try to find one for you and send it direct. If he has none, the only way to procure a copy is by examining the original bill as filed in the Senate library in Albany.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[9:CT]

[1]Stating that the Legislative Drafting Research Fund was "engaged in the study of forest and water conservation legislation for the Association for the Protection of the Adirondacks, represented by Mr. John G. Agar of New York and Professor E. R. A. Seligman of Columbia" (Group 9).

24 ROOSEVELT TO OTTOMAR H. VAN NORDEN, CAMP-FIRE CLUB OF AMERICA, New York City

[ALBANY] *January 23rd, 1913*

DEAR MR. VAN NORDEN: I did not get your letter[1] until my return to Albany on Tuesday and hence was unable to be present at the hearing before the Governor.

I hope that you will keep me informed about the Forestry, Fish and Game legislation of this year for although I am no longer the Chairman of the Conservation Committee I am the ranking member thereof and feel that I can be of some help.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR/MKB

[9:CT]

[1]Not present.

[2]Roosevelt was appointed chairman of the Senate Agriculture Committee on the opening of the 1913 session.

Senator Felix J. Sanner of Brooklyn was named chairman of the Conservation Committee. The only conservation bill introduced by Roosevelt in the 1913 session (in all twenty-three bills were introduced by him) was Senate 933, to establish and operate nurseries for the propagation of trees and reforestation of lands in the state. The corresponding assembly bill (No. 722) was substituted for the senate bill and approved May 24, 1913 *(Senate Journal, 1913,* I, 311; II, 1719; *Assembly Journal, 1913,* III, 3066-3067, 3141, 3313; *New York Laws, 1913,* chap. 726).

25 OTTOMAR H. VAN NORDEN, CAMP-FIRE CLUB OF AMERICA, TO ROOSEVELT, Albany

NEW YORK CITY, *Jan. 24th, 1913*

MY DEAR MR. ROOSEVELT: I am in receipt of your favor of the 23rd inst., and regret very much that you did not receive my letter regarding the hearing of last Saturday in time to be there. While we had planned this hearing for some time in advance, it was only about the middle of last week that we got a definite date from the Governor, and therefore, it was impossible for us to give any one very good notice.

We have succeeded in drawing up a platform which we presented to the Governor, and which is acceptable to the Empire Forest Products Association and also to the Adirondack League Club. This program was also discussed with the representatives of the Association for the Protection of the Adirondacks, and the New York Board of Trade, and while they did not join us in the interview, they have not specifically objected to the program.

Our purpose has been to protect the remaining Adirondack Forests by proper State supervision of lumbering on private lands. This involves the remission of taxes on standing timber, until such timber is cut, and a provision for the state reforestation of lands where application is made. It also provides that in exchange for these concessions on the part of the State, the private lumbermen shall register their lands with the Conservation Commission, and shall only cut the lumber thereon in accordance with plans approved by the Conservation Commission. In this way we hope to maintain an unbroken forest cover under all conditions.

We certainly do want your advice and help in this matter, and it was for this purpose that we asked you to the conference, so that you could keep in close touch with our discussions. I believe that it is the purpose of our Committee[1] to ask you to introduce this bill, which we expect to have drawn shortly, and we feel sure that under your leadership, it will secure the proper consideration, and ultimate passage.

I am, Very sincerely yours,

OTTOMAR H. VAN NORDEN

[Notation: A] No Ans

[9:TS]

[1]Van Norden was at this time a member of the Camp-Fire Club's Committee on Conservation of Forests and Wild Life.

26 A. S. HOUGHTON, CAMP-FIRE CLUB OF AMERICA, TO ROOSEVELT, Albany

NEW YORK, *March 11th, 1913*

MY DEAR SENATOR ROOSEVELT: While I cannot blame you if you are going to do it,

still, I wish to register my regrets that you seem to be about to leave the Senate of New York for a more prominent position in the service of the country.[1]

I think I can say with confidence that the Camp Fire Club generally, and this Committee in particular,[2] have looked upon you as one of the bulwarks upon which we could with safety lean in our unending fight for the Conservation of the resources of the State, and in particular, of its wild life.

During the past two years your assistance has been of invaluable service to us, and we have always so recognized it.

With Senator Bayne not returning to the Senate, and you about to leave it, reduces very materially the all too few senators upon whom we could always count for assistance in any matter of merit which was pending before the Legislature and which we were interested in.

In spite of my regrets, however, I wish to congratulate you upon the apparently approaching honor, and to wish you a most successful career in your new position.

On behalf of the Committee I wish to thank you for your good services in the past, and I trust that at some future day you will be in a position where we can again enlist your good offices.[3]

Very truly yours,

A. S. HOUGHTON

[10:CT]

[1]Roosevelt resigned from the New York State Senate on March 17, 1913, and was appointed Assistant Secretary of the Navy on the same date. This letter is typical of a number of others received by him at this time, expressing appreciation of his efforts in behalf of the conservation of natural resources and regret at the fact that he was leaving the senate.

[2]Houghton was at this time chairman of the Camp-Fire Club's Committee on Conservation of Forests and Wild Life.

[3]Answered *post*, 28.

27 ROOSEVELT TO MAUNSELL S. CROSBY, NEW YORK STATE CONSERVATION COMMISSION, Albany

[ALBANY] *March 12th, 1913*

MY DEAR CROSBY:[1] I am doing all that I can before leaving for Washington to prevent that Duck Bill[2] from going through. It seems as if we had to make this fight all over again every year.

You have possibly read that the federal bill to control the migratory bird question passed in Congress on March 4th and was signed.[3] This is eventually going to be the solution of our difficulties.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR/MKB

[9:CT]

[1]Maunsell S. Crosby (1887-1931), a friend of Roosevelt who lived near Rhinebeck, New York, was prominent as an amateur ornithologist. He went on a number of bird-collecting expeditions to Central and South America for the American Museum of Natural History, and accompanied Roosevelt on the *Larooco* cruises of 1924 and 1925. His connection with the Conservation Commission is not clear.

[2]Three bills were introduced in the 1913 session of the New York State Legislature to extend the duck-hunting season on Long Island to February 1, rather than January 10. None of them passed, however *(Senate Journal, 1913,* I, 103; *Assembly Journal, 1913,* 1, 51, 177, 571, 623, 706-707, 828).

[3]Migratory birds were placed under the protection of Federal laws by a clause in the Agriculture Department Appropriation Act (H. R. 28283) approved March 4, 1913 (37 *Stat.* 847).

28 ROOSEVELT TO A. S. HOUGHTON, CAMP-FIRE CLUB OF AMERICA, New York City

[WASHINGTON] *April 3, 1913*

MY DEAR MR. HOUGHTON: I have not had an opportunity before this of thanking you for your very kind letter,[1] for I have been trying to clean things up in Albany and take up the work of my new position.

I need not tell you how sorry I am that I cannot take an active part in the work that we have all been doing for the last few years. The position of conservation of our resources is, however, far more favorable at the present time than it has been for many years in the past, and I feel sure that the difficulties and obstacles will not be as great from now on, for the people as a whole are beginning to take a real interest in what we are doing. I have great hope that the new Federal statute will work out well. Some day I want to have a talk with you about it and also about the question of prohibiting all shooting on private lands in New York State without the written permit of the owner. Some day we shall come to it and I have felt lately that it is now time to start the work of education along these lines.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[10:CT]

[1]*Ante,* 26.

29 ROOSEVELT TO OTTOMAR H. VAN NORDEN, PRESIDENT, LONG ISLAND GAME PROTECTIVE ASSOCIATION, New York City

[WASHINGTON] *April 21, 1913*

DEAR MR. VAN NORDEN: Your words of congratulation were very much appreciated.[1]

Before leaving Albany I was convinced that the Spring Shooting Bill had been killed, but if it

shows signs of resurrection I trust you will let me know and I will write to some of our friends in the Legislature.

I am very glad, indeed, that you realize that, while I am temporarily associated with National rather than State matters, I am not in the slightest danger of losing my interest either in conservation or in any other of the big questions in our State.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[9:CT]

[1]April 18, 1913 (Group 9), regretting the loss of his "most valuable help" at Albany. ". . . I know that you are still very much interested in the work of conservation, and we will never forget the splendid work you did as a Senator in this State, for the protection of our Wild Life."

30 ROOSEVELT TO THOMAS M. UPP, Tompkins Corners, New York

[WASHINGTON] *July 16, 1913*

MY DEAR MR. UPP: I very much appreciate your letter,[1] and you have touched me in a very sympathetic spot. Probably you don't know that ever since I was a small boy, I have taken a keen interest in birds. In fact, I have been a member of the American Ornithologists' Union for over fifteen years and ornithology has always been one of my chief avocations. During the time I was in Albany, I worked constantly to prevent the weakening of the Plumage Law by constant attacks made on it under the auspices of New York City members who were influenced by the millinery trade. I did not know until you wrote me of the action of the Senate in amending the House provision in the Tariff Bill, but I did know that the various Audubon Societies and others interested in the protection of birds, in our own country and all over the world, have been working hard for the provision.

I expect to see the President today or tomorrow and will make it a particular point to call the matter to his attention. It is not only possible but very probable that in the mass of duties before him, he has not realized what a great wrong would be permitted if the provision of the House of Representatives should remain amended as it is at present; also, I will try to bring the matter forcibly to Senator O'Gorman's attention.

I hope things are going well in Putnam County, and I am sorry that I cannot be there to help out in the fight this fall, for it goes without saying that I am retaining a good deal of interest in all that happens in my old district.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[10:CT]

[1]Upp, National Organizer of the Order of Backwoodsmen, had written July 11, 1913 (Group 10), protesting a proposal of the Senate Democratic caucus to strike from the pending tariff bill the section that prohibited the importation of plumage for millinery purposes. He asked Roosevelt to get President Wilson to intervene.

31 ROBERT U. JOHNSON, CHAIRMAN, NATIONAL COMMITTEE FOR THE

PRESERVATION OF THE YOSEMITE NATIONAL PARK, TO ROOSEVELT, Washington

NEW YORK,*Oct 30, 1913*

DEAR MR. ROOSEVELT: Remembering my pleasant evening at your mother's, at the time the Rices[1] were here, I feel sure that the inclosure will receive your attention.[2]

There is a surprising indifference or ignorance among Senators concerning the principles involved in the Hetch Hetchy bill.[3]

(1) It is a subsidy, not of money but of the equivalent.

(2) It is a gift of a national franchise to a municipal corporation.

(3) It is a backward step in Conservation—the first Congress has ever taken.

(4) It is an invasion of the national park system for commercial purposes.

(5) It is done (as the Army Board confesses) unnecessarily and without adequate examination of other sources of water supply for San Francisco.

(6) It takes water needed for irrigation from an arid region (which could utilize it without invading the Park) while ignoring the Sacramento River valley which has a superabundance of good water.

Can the Democratic representatives in Wash[n] afford to fly in the face of enlightened public opinion jealous of its great scenery and its national playgrounds? This is the sort of public opinion that carries elections. (Note the character of the newspapers in the list.)

As one of the younger leaders of the party you have a voice in its councils. Here is "the case for the people."

Sincerely yours,

R. U. JOHNSON

[10:AS]

[1]Probably William Gorham Rice and his wife.

[2]*Bulletin No. 1, National Committee for the Preservation of the Yosemite National Park,* issued from 327 Lexington Ave., New York.

[3]H. R. 7207, approved Dec. 19, 1913 (38 *Stat.* 242), gave to San Francisco the right to impound the waters of Hetch Hetchy. The river with its canyon was part of Yosemite National Park and was considered the equal of the Yosemite as a natural wonder. Johnson, for many years editor of *Century Magazine* and for a short time ambassador to Italy, was an ardent conservationist. See his *Remembered Yesterdays* (Boston: Little, Brown, 1923).

32 ROOSEVELT TO ROBERT U. JOHNSON, CHAIRMAN, NATIONAL COMMITTEE FOR THE PRESERVATION OF THE YOSEMITE NATIONAL PARK, New York City

[WASHINGTON] *October 31, 1913*

MY DEAR MR. JOHNSON: I am very glad to hear from you about the Hetch Hetchy bill and it will stir me into going over the matter more carefully than I have hitherto had an opportunity of doing.[1] I had already noticed that the great majority of the important papers have opposed the bill, but, on the other hand, many prominent people, such as Gifford Pinchot, who have studied the matter, seem to have come to the conclusion that the bill in its present form is very different from the original and have given their support to it.

Congressman Lathrop Brown, of Long Island, who was a particular friend of mine in college, has been a member of the committee in the House considering the measure. He was at first wholly opposed to the proposition but told me at the close of the hearings in the House he was convinced that the bill had been so amended as to make it proper for the National Government to pass.

I am sending for a copy of the bill and of the hearings before the committee, and I can assure you that I shall study the whole question with great care and do what I can to see that justice is done. I feel sure that when the bill comes to the President he will give it careful study before he passes on it.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[10:CT]

[1]Above.

[2]Johnson replied Nov. 11, 1913 (Group 10), that the "whole scheme originated in a mistake of judgment on the part of Mr. Pinchot," and that he believed that the Democratic Party was making a great mistake in making the Hetch Hetchy bill an administration measure. The letter is stamped, "Filed without answer."

33 ROOSEVELT To GOVERNOR MARTIN H. GLYNN, Albany

[WASHINGTON] *November 10, 1913*

MY DEAR GOVERNOR: Permit me to express my appreciation of the two appointments which you have forwarded to me.[1] Both conferences are on subjects in which I am deeply interested and with which it is a pleasure to be identified. As the National Conservation Congress is to be held in Washington, I will certainly attend, provided I can get back from my trip of inspection of the Southern navy yards in time. The International Dry-Farming Congress at Tulsa, Oklahoma, is, unfortunately, held so far away from here as to make it impossible for me to be present, much as I should like to.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[10:CT]

[1]In a letter of Nov. 1, 1913 (Group 10), Glynn had appointed Roosevelt New York State representative to the National Conservation Congress to be held in Washington, D. C., Nov. 18-20, 1913. His letter does not, however, make mention of the Tulsa meeting and notice of it was presumably sent in another letter.

34 ROOSEVELT TO JOHN F. COLEMAN, New Orleans

[WASHINGTON] *January 26, 1914*

MY DEAR MR. COLEMAN: I have waited to write you until I could have a chance to read the pamphlet on the Mississippi River by Colonel Townsend.[1] First, I want to thank you and Mrs. Coleman for the photographs. Mrs. Roosevelt and I think they give an excellent idea of the delightful old nooks and corners and we are especially glad to have such good pictures of the ironwork.

The pamphlet itself has been of great interest to me and, while this question is not strictly in my line, I take an interest in it as one of the big problems that the country is facing and must continue to face for many years to come. It occurs to me that there has been in the discussion of the subject too much division into camps of those who hold differing opinions. One cannot help agreeing with Colonel Townsend that reforestation will never prove in itself a solution of flood questions. The same thing is true, undoubtedly, of reservoirs considered alone. Also, one cannot help agreeing that levees are necessary. He [?] only criticises reforestation and reservoirs for having no bearing on the general situation.[2] Personally I cannot help feeling that as the country develops more attention is going to be paid to reforestation everywhere and that with increased knowledge of the value of trees, not only to themselves but to agriculture in general, especially in the hilly districts where streams originate, floods will be decreased to a certain extent, probably a comparatively small percentage by the absorption of rainfall at the source. While this would not prevent floods it would, as far as our knowledge goes today, decrease their intensity slightly. In just the same way I feel that without much question the development of hydroelectric power in this country will mean a greatly increased number of reservoirs on the tributaries of the Mississippi. Colonel Townsend states on page 6 that it would require over $73,000,000 to build reservoirs that would hold the water that passes down the River in one day. This sounds like an enormous sum, but if power development goes on in the way many people expect it to $73,000,000 will look small when compared with the total ultimate investment. It is not at all impossible that $1,000,000,000 will be spent in this way within the next fifteen or twenty years. On the above figures such reservoirs would hold all the water that would pass down the River in fourteen days. As in the discussion of reforestation we must admit that reservoirs will not in themselves solve all Mississippi flood questions, but I think we must be forced to admit that the development of reservoirs will check floods to a certain extent and at least decrease their maximum size.

Apparently the work of continuing the building of levees to the standard size is progressing well. I don't think anybody wants to see the work stopped, and there is no reason why we should not also encourage the closely correlated work on the theory that the whole matter depends on a great many factors instead of only one.

Mrs. Roosevelt and I often talk of our delightful visit to New Orieans and of that trip to Biloxi. We count on your letting us know if you come to Washington and shall be so glad to see you again.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[10:CT]

[1]Col. Curtis Townsend, *Flood Control of the Mississippi River,* 62d Cong., 3d sess., S. Doc. 1094 (Washington, 1913). Mrs. Roosevelt had accompanied her husband on a visit to New Orleans in connection with a Navy Department inspection of the naval stations there and at Pensacola, Nov. 13-19, 1913. Coleman was a consulting

civil engineer.

[2]This sentence is barely legible and the reading may not be precise.

35 ROOSEVELT TO HUGH P. BAKER, EXECUTIVE SECRETARY, NEW YORK STATE FORESTRY ASSOCIATION, Syracuse

[WASHINGTON] *May 13, 1914*

MY DEAR MR. BAKER: I found your letter about the New York State Forestry Association on my return from the Pacific Coast.[1] You did not time the arrival of your letter for the psychological moment I fear, because the situation in this Department just at present does not admit of very many thoughts of farming, forestry or even New York State. I do not need to tell you that I should greatly appreciate the honor of becoming one of the Vice-Presidents of the Forestry Association and also a member, but while I remain in Washington I do not feel that I ought to add any more interests to the work I have in hand here. Of course I do not need to tell you how very much I am interested in forestry at home, not only as a result of my chairmanship of the Forest, Fish and Game Committee in the Senate, but also on account of some active planting that I do every year at my place at Hyde Park. I look forward to joining the Association when my work is over in Washington and I feel sure that you have a splendid field of work before you in the State.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[10:CT]

[1]April 3, 1914 (Group 10), inviting Roosevelt to become a vice president of the association. Baker said, ". . . we believe that you are interested in the forestry situation in the State and we know that your interest will be very helpful to us in the work of the Association."

[2]Baker renewed the invitation in a letter of June 17 and this time Roosevelt accepted. Writing to Baker June 23, 1914 (Group 10), he said that he believed there was "a real field of usefulness ahead of the association" and that the publication of a journal was an excellent idea.

36 ROOSEVELT TO GEORGE H. PAYNE, New York City

[WASHINGTON] *April 30, 1915*

DEAR PAYNE: I was sorry not to get back in time to get into the Adirondack conservation fight in some useful way. It has been almost impossible to learn from the New York papers what actually happened in regard to the conservation bill. Apparently the Conservation Commission was effectively abolished, but whether the other features in regard to timber, etc., remained in the bill as it passed I do not know. It is worth while, however, in case bad legislation went through to keep a close track of it in order that there may be a future reckoning.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[10:CT]

[1]Payne had written to Roosevelt on March 26, 1915 (Group 10), enclosing a copy of a statement by Pinchot protesting against "the reactionary conservation bill now in the Legislature at Albany," and had asked him to make a statement against the bill. Apparently this was an act to amend the conservation law generally, approved April 16, 1915, one section of which reduced the membership of the Conservation Commission from three members to one *(New York Laws, 1915,* chap. 318).

37 ROOSEVELT TO FRANKLIN MOON, EXECUTIVE SECRETARY, NEW YORK STATE FORESTRY ASSOCIATION, Syracuse

[WASHINGTON] *December 20, 1915*

MY DEAR PROFESSOR: I wish very much that I could accept your kind invitation to speak at the Fourth Annual Meeting,[1] but I have unfortunately arranged for an engagement here in Washington on January 21st. Just at the present time I am very much occupied with the Navy program and cannot devote as much time to forestry matters as I would like. However, I am able to go ahead with my own planting in Dutchess County, and have succeeded in interesting a good many people in that locality. By the way, my next door neighbor at Hyde Park, Mr. Archibald Rogers, is really expert in practical forestry. He has done much work on his own place of about 1000 acres in collaboration with the United States Government and the forestry people at Albany. If he is not already a member of the State Forestry Association, he ought to be made to take a real interest in the work.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

MS

[10:CT]

[1]Moon to Roosevelt, Dec. 18, 1915 (Group 10), asking him to speak on conservation to the New York State Forestry Association.

38 ROOSEVELT TO DAVID F. HOUSTON, SECRETARY OF AGRICULTURE

[WASHINGTON] *January 5, 1917*

MY DEAR MR. SECRETARY: As you know, I have been very much interested in forestry in New York State and am greatly impressed with the great national danger that confronts us from the white pine blister or rust. Substantial national aid is needed, and even the West is now threatened. I very much hope that you will urge a large appropriation at this session.[1]

Very sincerely yours,

[FRANKLIN D. Roosevelt]

[10:CT]

[1]Roosevelt wrote to the same effect and on the same date to Senator Henry F. Hollis of New Hampshire (Group 10).

39 COMMANDER PERCY W. FOOTE, AIDE TO THE SECRETARY OF THE

NAVY, TO ROOSEVELT, Washington

[WASHINGTON] *August 6, 1920*

MEMORANDUM FOR MR. ROOSEVELT: The attached comments from *Harvey's Weekly* of August 7, 1920, in reference to your statement in regard to "Conservation" of public lands, etcetra, has struck my attention very strongly.[1] This being due to the fact that I have so recently returned from the trip with the Secretary to Alaska, where we saw the most striking illustration of your remark quoted in this paper, to wit: that "what is needed is development rather than conservation."

In that great country comprising an area of one-fifth of the size of the United States there is only a population of about twenty-five to thirty thousand white people. Very few people know that in Alaska, particularly in the southern half of it lying South of the Yukon River, but including the valley of that river, there are thousands and thousands of square miles of land which are fertile and easily cultivated and, that the temperature and weather during the summer season is such that practically all kinds of farm and garden products are easily raised. We saw fields of wheat and barley growing and also the finest kind of vegetables growing in the gardens. The grain and vegetables mature in the short season of the Alaskan summer due to the long hours of daylight, so that there is no question about this land producing the food products necessary to supply the population of Alaska no matter to what size it may grow to be in numbers, but these food products can only be raised for Alaskan consumption, as the cost of shipment to the United States is such that the Alaskan farmer could not compete with profit with the farmers of the northwestern part of the United States.

Within the next year and a half there will be completed a great railroad from Seward, on the south coast of Alaska, to Fairbanks, in the central part of Alaska, about five hundred miles north of Seward. This road is of excellent construction and has offered very difficult engineering problems, for instance the bridge across the Susitna River will be the second largest railroad bridge in the world.

The railroad, however, is of little value without a population of people in the country. It would be like building a great marble palace in the heart of the Sahara Desert, therefore, something must be done to bring the population into Alaska. The question is how can this be done? The answer is by developing the coal and mineral resources of Alaska. How can this be developed? Answer, by liberal and generous policy on the part of the Government in regard to offering the public lands of Alaska for development.

Judge Payne, the Secretary of the Interior, who was, as you know, with us on our recent trip to Alaska, used almost exactly your words, as quoted in the attached paper, and stated that what Alaska needed is less conservation and a more generous attitude on the part of the Government to induce settlers to go to Alaska, not only in regard to regulations governing the public lands, but also in regard to assisting the settlers with their expenses of travel from the United States to Alaska.

In keeping with this broad minded policy, Judge Payne has recently issued regulations governing oil prospection on public lands, which he considers are very generous indeed and which he hopes may result in great oil developments in Alaska, and it is interesting to note that this attitude is already bearing fruit; and I saw a statement in the paper at Juneau, Alaska, that oil claims had been located on something like three hundred and fifty thousand acres of land, and if oil in quantity is discovered, it is easily imagined what will be the rush of people to Alaska.

Judge Payne also believes in a liberal attitude towards coal operators who wish to lease and

operate the coal mines on public lands of Alaska, and negotiations are now under way with a certain company for this purpose.

The above is what I understand to be an illustration of the soundness of your statement that "what is needed is development rather than conservation."

While, of course, in the public lands of the United States at home, it is necessary to follow more conservative lines than should be done in such outlying territories as Alaska, but even here "development" should be the guiding light rather than extreme "conservation."

Our visit to the great irrigated sections of the northwest in Washington and Montana and Wyoming well illustrate this. The non-irrigated lands illustrate the question even more forcibly. For instance the project in the Columbia River Basin, which is being advocated by the State of Washington governing millions of acres of land, which are now worthless, but which would turn into verdant farms when the water is turned on the land, is a striking illustration of what is meant by development. The results obtained in the Yakima Valley in the State of Washington and the Gallatin Valley in Montana and in the upper part of Wyoming and Idaho, where the water is used from the Shoshone project are illustrations of what "development" means.

Of course, the comments on your statement are all lightweight stuff, but it strikes me that you have touched a point which is capable of very extensive elaboration, and which to my mind you can use with great success during your visit throughout the northwestern states, in fact in a great number of states west of the Mississippi River. The big question which engages the thought of the people of those states is development of public lands so that they may be offered for homes to millions of people. I should put the headline something as follows: "Shall our public lands be turned into fertile and prosperous homes for millions of citizens or shall they lie idle through the niggardly policy of selfish conservation."

P. W. FOOTE

[15:TS]

[1]Roosevelt had received the vice-presidential nomination on July 5, 1920. The clipping is an editorial from *Harvey's Weekly* of the issue cited (p. 32), beginning, "Mr. Franklin D. Roosevelt the other day delivered himself of the glib and superficial remark that 'what is needed is development rather than conservation.'" Coolidge's stand was called a "man-size statesman's view of the matter" and he was quoted to the effect that the diminishing resources of the country were the property of the public, to be held in trust for future generations. They were not to be turned over to speculation to the detriment of the public. It is not known when Roosevelt made the remark in question. He made a statement to the same effect in his Billings speech of Aug. 17, 1920, *post,* 43.

40 FROM ROOSEVELT'S SPEECH ACCEPTING THE DEMOCRATIC VICE-PRESIDENTIAL NOMINATION, Hyde Park, August 9, 1920

[Excerpt] So also with regard to the further development of our natural resources we offer a *constructive* and *definite objective.* We begin to *appreciate* that as a nation we have been wasteful of our opportunities. We need not merely thrift by saving, but thrift by the proper use of what we have at hand. Our efforts in the past have been scattered. It is now time to undertake a well considered, co-ordinated plan of development, so that each year will see progress along definite lines. The days of "pork-barrel" legislation are over. Every dollar of our expenditures for port facilities, for inland waterways, for flood control, for the reclamation of swamp and arid lands, for highways, for public buildings, *shall be expended only* by *trained* men in accordance with a *continuing* plan.[1]

[SPEECH FILE:TS]

[1]This excerpt is from the seventeen-page reading copy used by Roosevelt at the notification ceremony; the italicized words were underscored by him. He later had this copy bound in blue morocco as a gift for Mrs. Roosevelt, inscribing on the fly-leaf, "ER from FDR This is the original reading copy later bound up." The Democratic National Committee published the speech in its campaign book, *The Democratic Text Book, 1920* (New York, 1920), and as a pamphlet, *Franklin D. Roosevelt Pictures Nation's Ideals* (New York?, 1920).

41 GOVERNOR THOMAS RIGGS OF ALASKA TO ROOSEVELT, Butte, Montana

NEW YORK, N. Y., *Aug. 16, 1920*

[Telegram] Republican platform ignored Alaska on which territory Seattle is very dependent. Advised Republican committeemen for Washington and Alaska. Wrote Harding this would cost him forty thousand votes in Washington hence Harding mentioned Alaska in acceptance and for no other reason. Our understanding mention in platform ignored account of satisfying conservation element to which West is hostile. Bring out in Seattle speech that conservationists still want to bottle up Alaska and you will influence Alaskans now residing in Washington our side.[1] All West rabid against Pinchotism.

RIGGS GOVERNOR OF ALASKA

Aug. 17, 1:30 A. M.

[15:T]

[1]Roosevelt spoke in Seattle on August 20 but made no mention of Alaska.

42 STEPHEN T. EARLY TO LOUIS M. HOWE, PERSONAL SECRETARY TO ROOSEVELT, Washington, D. C.

BUTTE, MONT., *August 16 [1920]*

DEAR LOUIE: . . .[1] Here is a copy of the night letter I sent from Billings:[2] . . .

This is undeveloped section of nation. Feeling apparent that Federal Government should give special recognition its needs and development its resources. Suggest something on irrigation, figuratively moving Montana near the coasts. Railroad rates held discriminatory to State. Demand for existence farm banks or readjustment of Federal Reserve system to finance farmer through series crop failures. This year's harvest first since 1915 Money tight. Farm loan bureau only lends on lands as security. Short time paper then. Long loans asked on other security for farmers protection in disastrous years. People feel hard hit. Cattle fed thirty to sixty dollar hay last winter. When sold failed bring price of winter's food. Trust monopoly charged.

Irrigation project in Yellowstone to make Montana lands fertile is favored. Secretary Payne Interior inspected grounds in Yellowstone and refused engineers permission to survey with view constructing irrigation project. Say here Payne's attitude inexcusable, people have right to get engineers' recommendations and not be stopped by mandatory decision from Payne. Want western man next Secretary Interior . . .

Best regards. I'm off for a dash to the train.

Sincerely,

STEVE

[15:T]

[1]The several paragraphs marked as omitted (here and below) deal largely with Roosevelt's travelling and speaking arrangements.

[2]To Roosevelt, Jamestown, North Dakota, Aug. 15, 1920 (Group 15).

43 SPEECH BY ROOSEVELT, Billings, Montana, August 17, 1920

[Excerpt] The West is progressive. If it had not been progressive there would be no West as we know it today. Every time I come back to these Mountain States I see changes take place in two or three years which would require a generation in the older parts of the Nation—and yet you in the West have but scratched the surface. You want to know, quite properly, what your Government is going to do to aid in the continuation of that progress. You want to know the theory of future development, and the purpose behind those in charge at Washington.

Every year that goes by makes this great development problem more and more a national, and less and less a local one. The use of public lands, the undertaking of new power plants, the bringing in of new acreage of agriculture, all of these are of national importance. It is within a few years that we had a national surplus of nearly all raw materials. Today, the increase of population, the growth of manufactures, the use of the automobile, and especially the drift from the farm to the cities, have all contributed to make an increase in the output of our natural resources imperative.

Twenty years ago we began to recognize the importance of the general subject of conservation. We were wasteful, we were actually destroying or failing to care for the things which future generations would need. We called a halt, and it was a proper halt.

But today we must take the next logical step. It is time to undertake development as well as conservation. No sane man would want to throw everything wide open, to let down the bars, to change the true purpose of conservation.

Do you realize how little money the U. S. Government spends every year for internal development in comparison with its other expenses? It is a drop in the bucket. The cost of the Army and Navy, the cost of pensions and insurance, the cost of caring for those who fought in our wars—these represent far over half of all our annual expenditures. Only a small fraction goes to development work.

Our trouble in the past has been that our national internal development projects have been conducted too much on the hit-or-miss plan. From time to time we have undertaken new projects, but the work has not proceeded according to a carefully worked out scheme extending over a period of years. No one has known what particular project a new Congress would happen to favor, or even whether they would carry it to ultimate conclusion.

The Democratic Party offers you a Government during the next four years which will work out development along continuing lines—a well considered, definite project towards a definite end. They offer you for the Presidency a man who is a practical administrator, and whose record in turning Ohio from one of the most reactionary of States into one in the van of progress guarantees that you will get results and not mere words when he occupies the White House.

We need continuing and not hit-or-miss development. But we must also be certain what the motive behind that development is. We know too well that in the past government assistance has been too often given to the favored few, and that not merely have great individual fortunes been built up through having an unfair and inside track in the departments at

Washington and in the very Congress of the United States itself, but also that the public as a whole has been kept out of the use of natural resources which rightfully belonged to them. It is more important to have honesty and a true desire to serve the interests of the whole people and not the few in this part of Governmental work, than anywhere else.

Governor Cox of Ohio, from his whole record in public life, from the fact that he is tied to nobody's strings, is the best type of American citizenship to trust with the solution of this great problem.[1]

[SPEECH FILE:CT]

[1]This excerpt represents all except the last paragraph of an incomplete text entitled, "From Speech of Hon. Franklin D. Roosevelt, Billings, Montana, August 17, 1920." No other text has been found in the Roosevelt Library. According to a clipping from an unidentified newspaper (Group 15), the meeting at which Roosevelt spoke was held in a Chautauqua tent at Division Street and Clark Avenue. (The newspaper emphasized the fact that the meeting was completely apart from the Chautauqua program then being conducted in Billings.) In the paragraph here omitted Roosevelt turned to an attack on "the Republican leaders who were responsible for the actions of the Chicago Convention."

44 SPEECH BY ROOSEVELT, Spokane, Washington, August 19, 1920

[Excerpt] Let me mention a few of the constructive plans which the democracy proposes to the Nation. For instance, we advocate the immediate resumption of work on the great reclamation projects which was stopped by the present Republican Congress. You in the Northwest are familiar with some of the work which has already been done in using the waters of our streams for the reclamation and development of hundreds of thousands of acres of arid lands. That work must continue with vastly increased energy. It is absurd to say that this Country cannot afford the cost. Already existing operations, such as that of the Yakima Valley, have demonstrated that the cost to the Country is repaid a thousand fold. Already we know that the annual crop production from most of these projects is sufficient in value to cover the whole cost of the construction. Where we have spent a hundred millions up to now, we must spend ten times that figure in the immediate future. These projects are sound from a financial point of view, but more than that they are of absolute necessity to the proper economic future of the whole nation. We must provide additional lands and a greater food production for our increased population. We must see to it that in these projects they shall be conducted for the benefit of home seekers and home builders, and not for the benefit of speculators or a privileged few.

The territory embraced in the so-called Columbia Basin project is, for example, one of first national importance. Washington is not the only State concerned, either in its building or its future benefits. It belongs to the whole Nation, and the Federal Government must cooperate with the Northwest in plans of such splendid magnitude as that.

We propose definite plans for these great reclamation projects, not taking up first one and then another on a hit-or-miss theory, but plans laid out for years ahead—plans which call for definite annual appropriations which Congress will not dare to pass by. These plans shall be carried out by the best engineering talent available in the Nation and pushed through to rapid completion. I would even go so far as to say that the appropriations for these plans should constitute a revolving fund so that as soon as the money laid out is returned by the occupants of the land, it should not revert to the Treasury but should at once be put to new use in other places. I look for the day, and that at no distant time, when every gallon of water in our streams will be used for practical purposes, instead of allowing it to run to waste.

I can assure you that Governor Cox and I are in full sympathy with the spirit of the West in

these matters and your desire to have definite action taken on them, by men who have an understanding knowledge of what the West wants and needs.[1]

[SPEECH FILE:TS]

[1]This excerpt is taken from an eight-page typescript entitled, "From Speech of Hon. Franklin D. Roosevelt, Spokane, Wash., Aug. 19, 1920." The first page bears a brief outline of the speech in Roosevelt's hand; this, and the appearance of the typescript, make it fairly certain that this was the reading copy. According to a clipping from an unidentified Ellensburg, Washington, newspaper (Group 10), Roosevelt spoke in the State Armory at 8:30 P. M.

45 ROOSEVELT TO JESSIE ADAM, SECRETARY, LEWISTON COMMERCIAL CLUB, Lewiston, Idaho

PULLMAN CAR "WESTBORO"
GOSHEN, NEW YORK, *October 23, 1920*

MY DEAR MRS. ADAM: Your letter of August 18th[1] has followed me around many parts of the country. I agree with you wholly about having a man at the head of the Department of the Interior who understands the conditions as they exist in the West. I know the Western country well enough to appreciate the importance of a thorough understanding.

More than that, I sincerely hope that the problems of reclamation and public lands will be put on a far better business basis than they have been in the past. We must get away from the hand to mouth policy of occasional appropriations for reclamation and adopt a definite program for a period of years. Furthermore, I am wholly of the belief that the development of coal, oil, etc., should be encouraged so long as it is done along lines which are not wasteful and in the interest of the public as a whole.

I am sorry that during this campaign I have not had an opportunity to spend more than one day in Idaho, but I shall hope to have the pleasure of going to Lewiston some day in the future.

Very truly yours,

[FRANKLIN D. ROOSEVELT]

[15:CT]

[1]Mrs. Adam said that her community favored a western man for Secretary of the Interior because of the prospective great development in the West of reclamation, national parks, cultivation of the public domain, and utilization of mineral resources (Group 15).

46 ROOSEVELT TO EGERTON BROWN, New York City

[HYDE PARK] *Nov. 17, 1920*

MY DEAR MR. BROWN: Your letter of September 25th[1] sent to the Navy Department in Washington did not reach me until after election, and in view of the fact that the polls are closed I am writing you not for political reasons, but because of my interest in the questions you bring up.

First you referred to my proposal for the opening up on a large scale of millions of acres of land now unproductive. You are right I think in assuming that no considerable acreage can be

further utilized without further physical, financial and mechanical facilities. What I had particular reference to was the fact that in the West very large areas now practically desert can be made extremely productive by the development of irrigation systems. It is true that this costs money, but it is also true that the projects which have already been carried out have paid for themselves many times over. For instance, one of the irrigation projects which cost $40,000,000.00 (forty million dollars) produced $60,000,000 (sixty million dollars) worth of produce the second year after it was opened up.

Our trouble in the past has been that the Federal Government has had no definite policy in regard to these projects. They are nearly all of them concerned with more than one state, either in the watershed or in the land itself, and therefore federal in their nature. In the past we have undertaken these projects on a hit-or-miss plan. An appropriation this year, no appropriation the next, and the work has been undertaken largely because of political influence.

I should like to see a definite policy take the place of the present system so that a definite amount would be expended by the Government each year over a period of years. All expenditures would be made in accordance with a far-reaching plan looking ahead say twenty years. Of course in these new projects the money eventually comes back to the Government. There is no reason in my judgment why the funds from completed projects should not go into a kind of revolving fund so that eventually no new appropriations would be needed, the revolving fund being adequate to carry on new projects.

You are right, too, in saying that private enterprise has heretofore largely failed in providing the men and machinery for the actual farming of new areas. I fully believe, however, that a development of the Farm Loan system, and the Department of Labor, will eventually work out an answer. We have much to learn from the methods used in Canada.

Your third problem that referred to mortgaged waste lands, especially those in the East, is a different matter. I came much in contact with this particular problem when I was in the State Senate in Albany. In our own state, for instance, one of the troubles has been that the average farmer undertakes to cultivate too large an acreage, especially in view of his inability to obtain adequate labor. Government, or at least State, assistance, is undoubtedly necessary and much can be done in our own state by a definite effort to bring recently arrived immigrants from the congested districts of the city, by providing them with enough land and equipment to start things. In my own County of Dutchess, for instance, a good many foreigners have come in in the past few years and have taken up small holdings or abandoned farms, and by intensive cultivation and hard work have made good. It is pure luck that they have happened to come, and a definite campaign undertaken by the State would undoubtedly increase the number greatly.

I expect to return to the practice of the law at 52 Wall Street in a few weeks, and should be very glad to have a talk with you about this general problem. It is one of the most interesting and most vital we have before the country at the present time.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[15:CT]

[1]Asking how the Democratic Party could make effective Roosevelt's proposal to "open up millions of unproductive acres" (Group 15).

47 SPEECH BY ROOSEVELT BEFORE THE BERKSHIRE BANKERS' ASSOCIATION, Lenox, Massachusetts, June 20, 1921

In the confusion of thought and readjustment of values which have come in the post-war period, one of the great facts most significant to our national future has been almost wholly overlooked. That is the announcement by the census of 1920 that for the first time in our history more than 50% of our population is now living in cities, and less than half dwell in small villages or on the farms. At the time of the Revolution less than 10% of the nation's people were gathered in urban communities, but since that day every decade has shown an increase in the proportionate ratio of the cities' growth. Today we must ask ourselves "Where will it stop?" and more important, "How shall we proceed to stop it?"

For the growth of cities, while the country population stands still, will eventually bring disaster to the United States as it has to the life of nations in days gone by. Industrial manufactures are good. They should be encouraged to the point of rounding out the production of this great expanse of territory and population so that we may utilize to the full the wonderful gifts that the God of Nature has given us. Yet the nice balance must be maintained. A hundred million people living in factory towns and with no human beings on the farms is a *reductio ad absurdum* which we can understand. Yet we have passed the half way mark and are still headed towards that abyss. It is time to stop.

What has been the history of even the past twenty years in the agricultural communities? Here in the East, stagnation, yes, even worse, depopulation. Take any train trip, any motor ride through the Atlantic States. You will see practically no new farmhouses, no new clearing of land—on the contrary you will see haphazard tree growth on soil which was formerly tilled or pastured.

I have talked with many foreigners, French, Italian, Belgian, British, Poles, Czechs, Serbs, who have visited us in the past few years, and one and all have commented on the waste of our land. When I tell them that our farms in the East average in size nearly two hundred acres to the family, they tell me that in Europe twenty or thirty acres are enough. When I tell them that the young people drift away into the cities they answer that there must be something fundamentally wrong.

So there is, and it is that wrong condition that demands the best thought and the concentrated action of the leaders of every community. It is not confined, either, to the abandoned farms of the East. In the Middle West the farming population has for long been at a practical standstill, and since the filling up of the Dakotas and the Pacific Coast the greater part of new farms bought in[1] during the past ten years has been the result of enormous irrigation projects like the Imperial Valley and the Roosevelt Dam. Practically speaking, all the ready-made virgin available land in the whole of the United States has been taken up. But though taken up, the vast majority of its acres are not being profitably or economically used.

The Department of Agriculture says that existing farms would support in a few years twice their present population and produce three times their present yield.

From the economic value to the nation then, this offers a tempting goal. In past years the great bulk of our favorable export trade balance has been caused by our surplus crops of grain and cattle and cotton. Yet even before the war conditions in 1914 we were annually consuming a larger share of our own farm produce, and the surplus for export was growing less. In other words the increase of the cities at the expense of the farms was already an economic danger. Today things are worse. Factories begin to feel the competition of Europe and Japan. More people are herded together in the cities, and the farms produce no more than formerly.

This may seem a gloomy picture yet I do not believe that the nation can afford to pass it lightly by. Especially must the bankers, those in the community who hold the purse strings for new ventures, approach this subject in a new way. Do you realize that if half the capital which is this year being put into new commercial or manufacturing projects were put into the development of agriculture, we would be a long way on the road to success?

Let us have done for a while with booms to "Boost Pittsfield" or "Boost Poughkeepsie." Let us have done with Chamber of Commerce campaigns to attract new factories. Let us rather start campaigns to make the existing Pittsfield and Poughkeepsie not larger, but better to live in. That means that you and I must begin outside our cities in the country districts of which they are the centres. Survey our land. If there are idle farms find families to put on them. Help your unemployment problem. Start them by lending your money. If the life on the farm is unattractive head the movement for better country roads, for nearer amusements, for better schools. If the farmer finds it difficult to market his produce, if the city dwellers have to pay two or three middlemen's commissions, get behind an improved system of marketing. If the old Yankee blood will not respond, go to the great centres, go to New York and Boston, seek out Italians and Slovaks and Poles—but if you love your country find the ways to use your land.

It is communities like these in the Berkshires, and like my own in the Hudson Valley which must put their shoulders to this wheel. Legislation will not do it. Paternalism by Washington or Boston or Albany will give no panacea. We have more than enough laws—what we need is action—action by the people themselves. For many years we have heard about the "Back to the Land" movement. Talk will not provide it.

Once, many years ago, this countryside of ours was covered with great forests. Round about us today the virgin timber has gone. A neglected second growth straggles on the land which is not cleared. It is not profitable as it is today. Yet the supply of timber for the United States will come to an end before our coal is exhausted.

We know that every foot of land will grow something, and something that with human care can be put to profitable human use. If it be not grain-land or pasture it will grow trees.

For generations we have taken from nature without paying back. Her supply is not exhausted, but year by year it becomes less sufficient. I believe in killing two birds with one stone. We can help Nature to give us more and at the same time we can lessen the dangers to our civilization which have come with the growth of the cities. Would you, as a matter of preference, choose to have your boy grow up in a tenement on the East Side in New York? Yet your neighbor's son is doing that very thing. He will be a fellow American with your boy.

Let us think of tomorrow and of what we today can do to prevent that tomorrow from suffering distress and ills. In our own communities we must find the place and the way to start. I have confidence that we shall do that thing.

[SPEECH FILE:T]

[1]Possibly "brought in" was meant.

48 ROOSEVELT TO GEORGE D. PRATT, New York City

[HYDE PARK] *November 25, 1922*

MY DEAR MR. PRATT: I am so sorry that you and Mrs. Pratt could not have come up here for next Sunday. We all wanted you, not only for the pleasure of seeing you both but because I wanted to talk over a number of things with you. The first related to a matter I would rather not say anything about until I can see you personally, as it concerns "politics." The other matter is something which I have had in mind for a long time, and I am going to outline it to you very briefly in order that you may think it over before we meet.

You are, of course, familiar with the splendid system of state owned and privately owned forests in Germany, Austria, France, etc., and as many of these forests have been in what might be called continuous operation for several hundred years the fact has been established that they are very worth while from the financial, i. e., money-making point of view, as well as from the national economic point of view.

In this country no such forest exists. The Federal government and various states own large forest areas. Much planting has been done but most of it has been for the purpose of reclamation of barren or denuded lands. As far as I know, no forest in this country is run on a strictly business basis. It seems to be almost too much to hope that either the Federal government or our own State Government will go in, in the near future, for a permanent, annual, dividend-paying investment like the Black Forest, for instance, in Germany. That is, I believe, where a very great need exists. Much has been said by you and me and many others interested in the subject, about the value of planting trees and taking care of them or of developing existing wooded areas on a business basis. In spite of all this you and I cannot point to any one definite tract as a concrete illustration of what we mean. I therefore want you to think over the possibility of the following plan:

1. The organization of a company to purchase a tract of good average land within say 100 miles of New York, i. e., within easy motoring distance of the principal metropolis of the country.

2. The development of this tract— (a) through a gradual annual planting of such portion of it as is now cleared or on which useful timber is not growing; (b) The care and development of existing timber.

I believe that a location could be obtained where we could purchase say ten or fifteen thousand acres with room for future expansion—such land I believe could be obtained for in the neighborhood of $20 an acre. This would mean from $200,000 to $300,000 investment in land; and an additional $200,000 to $300,000 should be raised for working capital, making the total capital required say $500,000.

The cutting and sale of poor timber now on the tract as cord wood, would show probably enough annual profit during the first few years to pay for a portion at least of the new planting. The overhead of such an organization need not be high. One good practical forester with two assistants and common labor as required would be all that would be necessary. I am not certain how the existing law would apply in regard to taxation. This, you know more about than I do.

Your first thought probably will be that $20 an acre is too high, but the chief consideration I think would be to have the tract at some point within easy access of New York City, and to use land which is not merely barren hill tops but represents what might be called the fair wood lot type.

Perhaps I am over-enthusiastic in believing that $500,000 could be raised for this. It is very certain that no dividend would be paid for at least 25 years, but on the other hand I am enough of an optimist to believe that there are enough men who could spare say $25,000 apiece with the knowledge that they are doing something for the immense benefit of the

nation and the State, and are at the same time providing an investment in which the capital would be safe and in which dividends would undoubtedly accrue to their children.

Think this over and do come to see me soon in New York. I am going down there December 4th and shall be at 49 East 65th St. I expect to go to my office on Tuesdays and Fridays.

Always sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]George D. Pratt (1869-1935), a New York City businessman, was New York State Conservation Commissioner from 1915 to 1921, and was president of the American Forestry Association from 1924 to 1935.

49 GEORGE D. PRATT TO ROOSEVELT, Hyde Park

NEW YORK, *December 1, 1922*

MY DEAR MR. ROOSEVELT: Replying to yours of the 25th, both Mrs. Pratt and I too were sorry not to have been with you on Sunday, but she has been working so hard for others for so many years that she is now compelled to take a long needed rest and I am not letting her go anywhere.

I would have liked to have talked with you about politics and about the suggestion which you make on the question of growing private forests, but candidly, as far as this forest suggestion that you make is concerned, if the lumbermen cannot be persuaded to take up work of this sort, I do not know how other people will ever take it up. When I was in the Commission I endeavored to have the State districted into ten different districts in order that the farmers of the State might be educated to increase the production of their non-agricultural land by planting trees. The legislature, however, did not see its way clear on account of objections that were made by the Syracuse School of Forestry to put through such a Bill as this. Commissioner McDonald, however, is still working on this matter and I hope with the broad minded attitude of Governor-Elect Smith that something may be done.

I do not want to appear like a wet blanket, but I do think you would have difficulty in finding people who would be willing to go into a proposition to raise $500,000 with no prospect of a dividend for at least 25 years.

It is a long time since I have seen you and I am glad to know that you will be back in town on December 4th. I will try and look you up either at your house or at the office.

Sincerely yours,

GEO. D. PRATT

[14:TS]

50 ROOSEVELT TO H. M. HICKERSON, Washington

[NEW YORK] *October 19, 1923*

MY DEAR MR. HICKERSON: The problem of the protection of game birds and game fish

is one towards the solving of which we have accomplished much in the past 10 years, leaving room, however, for tremendous improvement of conditions.[1] One clear rule in regard to game laws is often overlooked: we must guard against laws which will enable only the rich to hunt and fish, and at the same time we must equally guard against allowing everybody who can own or carry a gun or a rod from going out and bringing in large bags.

I take it that bearing these two rules in mind the game laws of the future will tend towards the attainment of the following objectives—

1. The creation of additional game refuges on public lands and certain areas owned by private individuals or associations, and along certain portions of our seacoast and our streams.

2. The gradual elimination of "special" laws affecting the open season in individual localities, i. e., making the present federal laws more general in their enforcement throughout the nation.

3. Education of the public to appreciate that song birds, rodents, etc. are not game.

4. The further elimination of the *[market?]* hunter.

5. A standardization of the license system and an improvement of morale among so-called sportsmen.

I think the above covers the ground fairly well. What publication do you want it for? I am sorry I have no picture. I suppose you can get one in Washington.

Very truly yours,

[FRANKLIN D. ROOSEVELT]

[11:CT]

[1]Hickerson, writing Oct. 11, 1923 (Group 11), had asked for a statement for publication on the need for better game laws. He did not identify the publication.

51 ROOSEVELT TO CHARLES C. ADAMS, DIRECTOR, ROOSEVELT WILD LIFE FOREST EXPERIMENT STATION, SYRACUSE UNIVERSITY, Syracuse, New York

[NEW YORK] *November 26, 1923*

MY DEAR DR. ADAMS: Please allow me to thank you for Numbers 3 and 4 of the Roosevelt Wild Life Bulletin.[1] The work is being excellently done and you are to be much congratulated on it.

I hope you will soon undertake some bulletins on the subject of farm wood lot forestry, for I am convinced that much good can be accomplished thereby.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]A publication of the Roosevelt Wild Life Forest Experiment Station of the New York State College of Forestry at

Syracuse University. Presumably numbers 3 and 4 of the 1923 volume were sent.

52 ROOSEVELT TO WILLIAM OVERFIELD, Hyde Park

[NEW YORK] *December 2, 1923*

DEAR MR. OVERFIELD:[1] I am ordering a lot of young trees from the State Conservation Commission for delivery and planting next April and it occurs to me that some of the members of Chapel Corners' Grange might like to place orders at the same time and have the shipment come along with mine in order to save shipping charges.

I am firmly convinced that it pays to plant these trees, and almost every farm has some section of rocky or otherwise unsuitable land for crops which could be planted to trees which in time would have real commercial value. Even if only an acre is put into trees an increase in the value of the farm results and many people are also putting in small groups of pines or spruces near their houses.

The State sells the trees for $4 or $5 a 1000 and 1000 trees are enough for 1 acre spaced 5 feet apart.

If any of the members of the Grange would be interested in getting white pines, red pines, scotch pines or Norway spruce I will send them some application blanks to fill out and their order can come along with mine. I might add that the white pine are the most valuable, but require fairly good soil. The red pine require less good soil and the scotch pine will grow anywhere though the wood is not so valuable. Spruce is, of course, slower growing.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] Also to Mr. Bennett[2]—Hyde Park Grange

[14:CT]

[1]A farmer living in the eastern part of the town of Hyde Park.

[2]Willett Bennett.

53 ROOSEVELT TO CHARLES C. ADAMS, DIRECTOR, ROOSEVELT WILD LIFE FOREST EXPERIMENT STATION, SYRACUSE UNIVERSITY, Syracuse, New York

NEW YORK, *Dec. 6, 1923*

MY DEAR PROFESSOR ADAMS: Many thanks for sending me the bulletin on wood lot forestry.[1] I fully appreciate that the Roosevelt Station is devoted solely to the wild life aspects of forest problems, but I have it in mind that there is a distinctly wild life aspect to the reforestation of large sections of farming country. If the average farm owner is to be taught in the next generation the value of using his less profitable farm land for tree growing, it will certainly be legitimate to set before him the additional advantages to be gained through having an increase in the wild bird life of the state.

Incidentally, I hope that the state will create additional public parks within accessible distance of New York City. The Palisades Interstate Park has accomplished such a world of good that

at least one other similar park is needed. The proposed tri-state park at the joining point of New York, Massachusetts and Connecticut would seem to be the next logical step.

I am heartily in sympathy with the proposal for the Roosevelt Memorial Building at the American Museum of Natural History. It is true, of course, that a memorial at this point would not be at a central point of the state, yet it would serve a vastly larger population in New York City than at any other point, and the museum has such a fine Roosevelt collection already that it would be entirely suitable. As you say, however, this should not in any way interfere with the Roosevelt Wild Life Station.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]*Forestry for the Private Owner,* by Frederick F. Moon and Harold C. Belyea, Bulletin No. 13 of the New York State College of Forestry at Syracuse University, XX (July, 1920), enclosed with Adams' letter of Nov. 30, 1923 (Group 14).

[2]Adams replied Jan. 18, 1924 (Group 14), that he thought it would be a very good idea to have a study made of wildlife in its relation to wood-lot forestry.

54 ROOSEVELT TO CHARLES C. ADAMS, DIRECTOR, ROOSEVELT WILD LIFE FOREST EXPERIMENT STATION, SYRACUSE UNIVERSITY, Syracuse, New York

[NEW YORK] *January 24, 1924*

MY DEAR PROFESSOR ADAMS: Many thanks for your letter.[1] I will just have time to answer it before I leave for a two months' trip in the south, where I will spend a good part of my time observing birds in the Everglades region.[2]

I am glad you think well of a study of birds or wild life in relation to wood lot forestry. I have found in a somewhat intensive study of farm conditions in the State that it is often a difficult matter to interest the average farmer in any one given case of wild life or forestry. If you talk tree planting alone to him he will think of all the difficulties and objections. If you talk about birds only to him he will not be interested. I have found, however, that the average farmer shows a much wider interest if you can talk to him about a new point of view which is being inculcated into the younger generation, i. e., the value of attractive surroundings as shown by nature itself. This is especially true of those portions of the State which receive numbers of summer visitors. In my own home county I have found a good many owners of farms who have been persuaded that attractive woods, plantings of trees around the farm house and the encouragement of bird life have all helped the renting or sale value of the property.

If every farmer in this state could get a copy of a popularly written and popularly illustrated bulletin of the right kind he would put it on the parlor table and it would be read by a wide circle of neighbors and visitors and summer boarders, etc. My thought is that such a bulletin should list and illustrate the birds which ought to be seen by the average layman, the kinds of places they frequent, i. e., swamps, pine woods, pastures, etc., and should stress also the economical value of the individual species and the reason for their protection. The same thing could be carried out in regard to the mammals, reptiles and fish.

To this I would add what is of extreme importance from the educational point of view. The relation of wooded areas to water supply, soil erosion, future lumber supply, etc. It seems to me frankly that we need a tying together of subjects which have heretofore been treated too separately, and I think also that the Roosevelt Wild Life Forest Experiment Station is so broad in its scope that it could carry out such an idea better than any other agency. Incidentally, I do wish that a publication of this kind could really reach the farmers of the State. If every member of the state granges could get a copy it would help wonderfully.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]Jan. 18, 1924 (Group 14).

[2]The trip was a cruise in Florida waters in the power houseboat *Larooco,* acquired jointly by Roosevelt and John Lawrence (a Harvard friend) in the fall of 1923. The "Log Book" of the *Larooco,* and the "Log" of the *Weona II,* a yacht chartered for a fishing cruise in west coast Florida waters in 1923, and related correspondence are in the Roosevelt Library. The logs and letters contain occasional references to Roosevelt's interest in ornithology.

55 ROBERT S. YARD, EXECUTIVE SECRETARY, NATIONAL PARKS ASSOCIATION, TO ROOSEVELT, New York City

WASHINGTON, D. C., *February 21, 1924*

DEAR MR. ROOSEVELT: Your office informs me that you are in Florida, and immediately I hope that you have your eye on National Park possibilities in the Everglades. Seldon of the *Ladies' Home Journal*[1] has just returned from a Gulf trip which carried him nearly to the tip end, and tells me that great areas are being drained for sugar growing. If we wait till these lands show commercial values, we'll never get our park.

The Roosevelt-Sequoia project looks discouraging for this very reason. We could have got everything six or seven years ago, but now I'm afraid that the water-power interests have made up their minds that the great canyons shall never enter a completely conserved reservation.[2]

Hope you'll come back sound and ship-shape.[3]

Sincerely,

ROBERT STERLING YARD

[14:TS]

[1]Charles E. Seldon, at this time Washington correspondent of the *Ladies' Home Journal,* is probably meant.

[2]This refers to the proposal to name the enlarged Sequoia National Park, the Theodore Roosevelt National Park, and to include in it Kings Canyon. No change in the name, however, was made by the act of April 3, 1926 (44 *Stat.* 818), which revised the park boundaries, and the Kings Canyon section did not acquire national park status until 1940.

[3]Writing to Senator Duncan U. Fletcher of Florida about a proposed Everglades national park, Jan. 17, 1924 (Group 14), Yard referred to Roosevelt as "one of our valued co-workers" who was "also keen for a National Park in the

Everglades." He suggested that Fletcher write to Roosevelt.

56 ROOSEVELT TO THE NEW YORK STATE CONSERVATION COMMISSION, Albany

[ABOARD THE "LAROOCO"] *March 22, 1924*

GENTLEMEN: I am sending application for trees which I hope will not be too late for this year. The Hyde Park Grange applies for a thousand white pines. I have signed my own name to the application. They can be sent either to me or to the Grange—if they are sent to me I will see that they are distributed among the members of the Grange who want them.

I hope that the Commission will approve of this order as I feel it is an entering wedge to get a large number of people interested in the planting of trees.[1] In case the Commission cannot grant this application to the Grange I shall be glad to have the trees sent to me and will see that they are properly planted by the several members who want them.

Very truly yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]Writing to C. R. Pettis, superintendent of the Division of Lands and Forests of the State Conservation Commission, on April 22, 1924 (Group 14), Roosevelt said that he was doing all he could to interest the local granges in planting: ". . . I have found that the best approach to the average farmer is through persuading him that a properly cared for wood lot, together with young pine plantings, will enhance the selling value of his farm far more than the cost of the trees."

57 ROOSEVELT TO C. R. PETTIS, NEW YORK STATE CONSERVATION COMMISSION, Albany

[NEW YORK] *April 26, 1924*

MY DEAR MR. PETTIS: Many thanks for your letter of the 24th.[1] I am interested in your plan for a demonstration farm wood lot in each county. It is just what is needed. In regard to Dutchess County you are already working with Vassar College on the establishment of a demonstration planting. Vassar has just obtained an option on another piece of farm land adjacent to the college which may have a wood lot on it suitable for demonstration purposes. If, however, this does not seem feasible I have a piece of land 4-1/2 miles from Poughkeepsie on a state road which I would be very glad to handle as a demonstration wood lot under the supervision of the division of lands and forests. When you come down I will show it to you and will be glad to help in any way possible.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]Pettis had written concerning a proposed plan for farm wood-lot areas. He said that the Conservation Commission regarded the proper handling of the farm wood lot of as much importance as the reforestation of idle lands (Group 14).

58 ROOSEVELT TO ROBERT S. YARD, EXECUTIVE SECRETARY, NATIONAL PARKS ASSOCIATION, Washington

[NEW YORK] *May 5, 1924*

DEAR MR. YARD: Nothing would give me greater pleasure than to go on the Board of Trustees. However, I am absolutely bound by my promise to the doctor that I would not go on any other Board until another year—in other words, what he and I are trying to do is to reduce, and not increase, the number of my interests. This work for the candidacy of Governor Smith fits in exactly with that idea because, for the next 2 months I cannot do anything but work for Governor Smith.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]Yard, writing May 1, 1924, had urged Roosevelt to accept the appointment mentioned. He said that the National Parks Association was destined to be recognized as the principal exponent of the idea of the official planning of the recreational uses of the public lands, and he wanted Roosevelt identified "with this big thing." Yard again urged Roosevelt to become a trustee in a letter of May 7, 1924, on the ground that it was important to show the non-political character of the association's support of Coolidge's national park policy. George D. Pratt, writing May 5, also urged that he accept the appointment. In his replies to Yard (May 9) and to Pratt (May 26), Roosevelt again declined for reasons of health. (These letters and others on this subject are in Group 14.) Roosevelt's attack of infantile paralysis had occurred on Aug. 10, 1921; this reference to his health is one of the few that appear in his correspondence.

59 ROOSEVELT TO MAUNSELL CROSBY, Rhinebeck, New York

AT WARM SPRINGS, GEORGIA, *October 13, 1924*

DEAR MAUNSELL: That story about the plumes was, of course, merely hearsay and I do not know the names of the wardens or the actual locality. The fact remains that there are certain localities in southern Florida where plume hunting continues and where no wardens can go in.[1]

I wish that Mr. Pearson[2] would really get busy and accomplish something along the line of creating a bird refuge, national, state or by private enterprise, all through the southern end of Florida. To do so now is practicable; to wait another 10 years would be to lose the whole project. The protected area should include practically all the land south of a line drawn from Florida City on the East Coast to Everglades or Chokoluski on the West Coast. This would include all of the so-called Shark River or Ten Thousand Islands Country. I have been there now for 2 years and there is no question that it is an ideal reservation for the protection of an enormous amount of bird life.

I am getting wonderful swimming for my legs down here in a huge pool of warm water. I will be back about October 27th and hope to see you soon after that.

The *Larooco's* new engines are going in and I shall join her about February 1st and I am keen to have you with me. I do hope your mother is better and that you will be able to put through plan of taking her down to Cocoanut Grove. It is highly important that those delightful glasses should be duly christened and I cannot well do so without you.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]This allusion is not explained by any of the Crosby letters in the Roosevelt Library. Crosby accompanied Roosevelt on his cruise in Florida waters in February and March of 1924, and was with him on the 1925 and 1926 *Larooco* cruises.

[2]Thomas Gilbert Pearson, president of the National Association of Audubon Societies.

60 ROOSEVELT TO REPRESENTATIVE FINIS J. GARRETT OF TENNESSEE

AT TAVERNIER, FLA., *February 10, 1925*

MY DEAR MR. GARRETT: I inclose a letter from Mr. Burnham*1* in regard to the Game Refuge-Public Shooting Ground Bill.[2] I have not been able sufficiently to study the details of the measure though I am heartily in favor of the establishment of game refuges.

For instance, down here at the tip end of Florida where I am cruising around on a small boat, there is real and immediate need for a Federal Game Refuge, as this is the temporary stopping place of millions of birds which come and go from almost every State East of the Mississippi.

I am not much worried about the requirement for a federal license though it seems to me a pity that under our form of government we cannot arrange in some way for one license which would cover both State and Federal needs.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]John Bird Burnham, president of the American Game Protection Association, 1921-28, and for many years chairman of the Federal Advisory Committee to the Bureau of Biological Survey.

[2]This bill (H. R. 745, 68th Cong., 2d sess.), for the establishment of migratory bird refuges, did not pass.

61 ROOSEVELT TO MADISON GRANT, New York City

AT WARM SPRINGS, GEORGIA, *April 29, 1925*

MY DEAR MR. GRANT: It was good of you all to elect me as Chairman and of course I shall be delighted to serve though I think it would be far better to have a Chairman who could get around without crutches and attend meetings.[1] Also, it is good to know that Vanderbilt Webb will represent the Commission at the State Council of Parks meeting. I expect to get back May 15th and will call you up.

I am exceedingly sorry to hear about your arthritis and I am wondering whether this Warm Springs' pool would help you. It is very wonderful water, relaxes muscles and at the same time seems to remove all poison from one's system. I will tell you all about it when I get

back. I, myself, expect to return here in September for another 6 weeks or 2 months.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]Grant, a member of the Taconic State Park Commission, had notified Roosevelt in a letter of April 23, 1925 (Group 14), that he had been elected chairman. Roosevelt served on the commission from April 15, 1925 to Dec. 29, 1928.

62 ROOSEVELT TO ARTHUR W. PROCTER, SECRETARY, BOY SCOUT FOUNDATION OF GREATER NEW YORK, NEW YORK CITY

AT MARION, MASSACHUSETTS, *September 25, 1925*[1]

DEAR MAJOR PROCTER: I shall be very glad to have you prepare the article for the *American Forests.* The chief thing I want to bring out is the statistical information showing the consumption of American timber by the public and by fire each year, the amount of timber left and the normal annual growth.

I am awfully interested in the *Saturday Evening Post* article and will be glad to have you send me the outline which you suggested to Miss LeHand.[2]

You surely must have a vacation, and it is up to you to know what is the best time. When that comes go ahead and have a good time—let me know when you decide to go.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]Roosevelt was at this time taking swimming treatments in Marion from Dr. William McDonald.

[2]According to a letter from Ovid Butler, secretary of the American Forestry Association, to Procter, Sept. 21, 1925 (Group 14), Procter had proposed writing an article, for Roosevelt's signature, on the forestry work being done by the Boy Scout Foundation of Greater New York. Roosevelt was president of the foundation and had had an important part in the establishment of the Franklin D. Roosevelt Conservation Camps in Palisades Interstate Park. Rock Oak Forestry Camp was established in 1923 and Forest Ranger Camp in 1924. Professional foresters were in charge of the camps and the forestry activities were directed by Samuel N. Spring of Cornell University. Fay Welch, of the New York State College of Forestry, was director of the camps in 1924 and 1925 and was largely responsible for the establishment of the Forest Ranger Camp. He is of the belief that "the origin of the C. C. C. camps lay in Mr. Roosevelt's and Mr. Howe's familiarity with this experience in taking older boys into camp and giving them a program primarily of forestry work" (Welch to the Franklin D. Roosevelt Library, April 18, 1955). Neither of the proposed articles is again mentioned and apparently nothing came of Procter's idea.

Marguerite LeHand was Roosevelt's secretary. Grace Tully has written about her and the numerous other members of the Roosevelt secretarial entourage in *F. D. R., My Boss* (New York: Scribner's, 1949).

63 ROOSEVELT TO GRACE C. KILMER, Pine Plains, New York

[HYDE PARK] *January 8, 1926*

MY DEAR MISS KILMER: I have for several years been warning the people of Dutchess County that New York City is considering taking a vast amount of water and thousands of acres of land which really belong to us.[1] The only thing to do is for Dutchess County to take this water first.

Last year I strongly advocated the study of the water supply question for the whole of the county, with the possible creation of a Water Board and County Control over the head waters of the various streams. If Dutchess County grows in population as much as we expect it to do in the next twenty-five years, we shall need all of our own water. Furthermore, it is never good for any county to have an enormous area given up to reservoirs and watershed as it drives out the population.

The only thing that I can think of is that you can help by enlisting the support of your supervisor. As you probably know, the Democratic Party Platform this year advocated a study of the whole subject by the Board of Supervisors. It should, however, not be treated as a partisan matter as it is of interest to all citizens.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

L.

[14:CT]

[1]In a letter of Jan. 6, 1926 (Group 14), Miss Kilmer said that representatives of the New York City Board of Water Supply were coming to Dutchess County to survey the area as a possible source of water for New York.

64 ROOSEVELT TO FRANCIS R. MASTERS, TACONIC STATE PARK COMMISSION, New York City

[NEW YORK] *January 15, 1926*

MY DEAR MR. MASTERS: Last spring I had a conference with Mr. Benton MacKaye in regard to the Appalachian Trail, a long portion of which, as you know, passes through the portion of New York State under our jurisdiction.

I think that the Taconic State Park Commission should give consideration to the possible incorporation of this Trail into our permanent plans.

Will you be good enough to return the map and papers to me when you have read them, together with your comments in order that I may pass the map and memorandum along to the other members of the Commission. This is the only copy I have.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: T] This letter also to be sent to: Vanderbilt Webb, Esq., 67 Wall St., Madison Grant, Esq., 101 Park Avenue, Hon. James W. Fleming, Troy, N. Y.

[14:CT]

[1]The map and papers related to the proposed camp and trail facilities of the Appalachian Trail and were sent to

Roosevelt by MacKaye in a letter of Jan. 13, 1926 (Group 24). MacKaye, second vice-chairman of the Regional Planning Association of America, and originator of the Appalachian Trail, wished to secure the help of the Taconic State Park Commission in construction of the trail in New York. No replies to Roosevelt's letters to the commission members are present except one from Webb, March 5, 1926 (Group 14), who approved of incorporating the trail plans in the park plans. The Appalachian Trail now traverses Clarence Fahnestock Memorial Park and Tri-State Park.

65 ROOSEVELT TO C. R. PETTIS, NEW YORK STATE CONSERVATION COMMISSION, Albany

[NEW YORK] *January 15, 1926*

MY DEAR MR. PETTIS: Many thanks for your letter of January 12th.[1]

I am delighted that I can have 2000 red pine seedlings and I shall be glad to have some of the tulip poplar if the planting turns out well this summer.[2]

I hope you will forgive me for bombarding you with suggestions, but in driving around the Hudson Valley country this summer, I have been impressed with the lack of knowledge on behalf of farm wood lot owners as to which trees to retain and which to cut out. For instance, I educated one man as to the value of white oak. He was about to cut off clean a lot containing principally white oak, black oak, swamp oak and rock oak, and at my suggestion, he is cutting out everything except the white oak and will leave them for a few years in order that they may seed the vacant spaces.

I am inclined to think that a few special articles published in local papers, such as the *Sunday Courier* of Poughkeepsie, would do a lot of good, and the shorter and less technical they are, the better.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]Concerning Roosevelt's order for trees (Group 14).

[2]Roosevelt had planted some five hundred tulip poplars in the preceding years and was of the opinion that they should be planted in the southern part of the state in preference to Carolina poplar or black locust (Roosevelt to Pettis, Jan. 11, 1926, Group 14). The tulip poplar was Roosevelt's favorite tree, according to a brief article appearing over his name, "My Favorite Tree," in *American Forests*, 51 (January, 1945), 2. The article, presumably prepared by Nelson C. Brown of the New York State College of Forestry, is written in the third person.

[3]Pettis replied Jan. 16, 2926 (Group 14), that if a wood lot could be found in the Hyde Park area that offered good forest possibilities and that the owner would be willing to manage according to a Conservation Commission plan, the commission "would be glad to do something in the way of a demonstration."

66 ROOSEVELT TO FREDERICK H. COWLES, THE ZEOLITE COMPANY, Los Angeles

WARM SPRINGS, *October 6, 1926*

MY DEAR MR. COWLES: I was very glad to hear from you and have read your conclusions

with much interest. You may rest assured that anything I can do to make our Party take up the forest problem as a national matter will be done.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[11:CT]

[1]Cowles' letter has not been found.

67 ROOSEVELT TO JAMES S. BIXBY, DIVISION SUPERINTENDENT, NEW YORK STATE DEPARTMENT OF HIGHWAYS, Poughkeepsie

[HYDE PARK] *September 16, 1927*

DEAR MR. BIXBY: I note that the contract has been made for the road from the top of Teller's Hill through the Village of Hyde Park to the Vanderbilt place.[1] As far as I can make out, this has gone to the Westchester Construction Co. of Fort Glen.

As you probably know, this particular stretch of road on the plateau on the top of Teller's Hill to Hyde Park Village has for many generations been noted for the magnificence of its trees, and this road is referred to in many books written about the Hudson River Valley. The trees were originally planted between 1750 and 1760, and many of the original trees are still standing. Others have been replaced from time to time, and it is a special matter of pride not only to the Town of Hyde Park, but to many other residents of the Hudson River Valley that this stretch of road be kept up in its present fine condition.

I, with many others, will be very grateful if you can give special directions to the Contracting Company that the trees are to be kept wholly free from any injury or damage which might result from the work of construction. A little special care on their part will make this possible without any real extra cost to them or to the State.

Mr. Archibald Rogers, Mr. Newbold, Senator Webb, The Novitiate of St. Andrews, Mr. Hoe, Mrs. John A. Roosevelt and all of the residents of Hyde Park will, I know, join me in this request.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]Teller Hill (as it is now commonly called) is a short distance south of the Roosevelt estate; from the hill to the Vanderbilt estate is a little over two miles.

[2]The Rogers' estate was immediately south of the village of Hyde Park. (Griswold Webb was a son-in-law of Archibald Rogers.) The other properties were located (north to south) in this order: Thomas J. Newbold, Mrs. James Roosevelt, James R. Roosevelt, St. Andrew-on-Hudson (a Jesuit seminary), Robert Hoe, and the John A. Roosevelt estate "Rosedale." Bixby directed that the work be done so that the trees would not be harmed (Bixby to Mauro, Sept. 19, 1927, Group 14).

68 ROOSEVELT TO HENRY MORGENTHAU, JR., PUBLISHER, *American*

***Agriculturist,* New York City**

[NEW YORK] *June 13, 1928*

MY DEAR MR. MORGENTHAU: I beg to acknowledge your letter of June 6th and shall be very glad to act as one of the Board of Judges in the Master Farmers Contest.[1]

May I ask whether forestry has any place in the questionnaire which is sent to the farmers. It seems to me that, in view of the fact that the farm wood lot is or should be a very important producing portion of the average farm area, this phase should be considered.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]This letter (Group 14) was signed also by E. R. Eastman, editor of the *American Agriculturist.* The object of the Master Farmer Contest, a nation-wide affair sponsored by farm publications, was to honor an outstanding farmer in each state. Nominations were made by other farmers and the final selections were made by boards of judges. Other judges selected for the New York State contest were Morgenthau and Eastman, A. R. Mann and C. E. Ladd of the New York State College of Agriculture, D. P. Witter, a member of the State Assembly, and B. A. Pyrke, State Commissioner of Agriculture and Markets.

[2]Eastman replied June 18, 1928 (Group 14), that the subject of forestry had not been treated in the questionnaire but that it would be developed when the judges visited the nominees.

69 CHARLES C. ADAMS, DIRECTOR, NEW YORK STATE MUSEUM, TO ROOSEVELT

ALBANY, N. Y., *August 1, 1928*

DEAR MR. ROOSEVELT: At the recent meeting of the State Parks Council at your home on July 21, there was little chance to talk over Park plans with you. I was much pleased to hear you outline the general program of the Taconic Park Commission.

At present most of the Park Commissions are fully occupied with land acquisition and engineering projects of various kinds. This will probably be the case for several years yet, unless we get an "economy" program and funds are withheld. Then the next big advance in the Park program will probably be quite different, and I believe that the recreational-educational aspects are bound to become much more prominent. I believe also that the Parks should be closely related to the State educational system, so that they will become an integral part of it. We cannot build wisely today without looking forward to this period. I make this preface because I believe that the Taconic Commission should bear these possibilities in mind at this time.

The following are tentative suggestions but they may prove of interest in working out your local policies, as you are already familiar with the conditions. As I see it, the main areas within your region, worthy of primary attention are:

1. Putnam County with its rugged topography, altitude and scenic features, Hudson River frontage and the cheap land that will permit a large acreage of Park land.

2. The New York part of the Tri-State Park, with its topography, forests, and cheap land, and

its proximity to Poughkeepsie.

3. The higher parts of Rensselaer County will meet with extensive auto tourist travel through New England and have Albany and Troy nearby, as well as the through traffic to New York City.

Your suggestion of making the Putnam County area a camping Park, similar to the Palisades Interstate Park, interested me greatly. I am impressed with the need of also making in this area, natural history preserve parks similar to the Poundridge area in Westchester County. As you know, the Poundridge area is probably the only one of the kind that is likely to be developed in Westchester County, and it will require considerable intelligent support and leadership to maintain this as it should be conducted. North of Westchester County, Putnam County is the most hopeful area and I feel that this possibility should be given very careful attention, even at this early stage of land acquisition. If the Fahnstock property is secured it should be allowed to become a wild natural history preserve and that would make a fine start.[1] Such property, however, should not, for obvious reasons, be on a parkway, but more or less isolated.

I have been tempted to send on this note now because of your remark (possibly in jest) to Major Welch,[2] that the Putnam County area should be developed by him—as a camping Park. With its frontage on the Hudson, this region would have many attractions for such a Park, and its back country is very suitable for a natural history preserve. I am fully aware that today there is not interest in such reservations, but I believe that within a relatively few years there will be a marked improvement in this feature.

Since the inception of the Allegany State Park I have been actively interested in the surveys and educational work there. We are now conducting a cooperative outdoor school of natural history down there and have published Handbooks on the natural history of the region. These are part of the effort to take advantage of this 65,000 acre park for educational purposes. I am sending to you some of the literature.

A natural history preserve or an outdoor school may yet meet a need in the Taconic Park region.

I would appreciate learning your attitude toward such suggestions, as I know you are sympathetic to natural history.

Very sincerely,

CHAS. C. ADAMS

Circular of Allegany School, and also Announcement inclosed. Handbooks 1, 2, 3, and Park Folder sent under separate cover.

[14:TS]

[1]This became the Clarence Fahnestock Memorial Park, part of the Taconic State Park system.

[2]William A. Welch, an engineer in the State Division of Parks.

70 ROOSEVELT TO CHARLES C. ADAMS, DIRECTOR, NEW YORK STATE MUSEUM, Albany

[HYDE PARK?] *August 10, 1928*

MY DEAR MR. ADAMS: I am very glad to have your interesting and really important letter of August 1st, and am sending copies of it to the other members of the Taconic State Park Commission.

I agree with you that the next big advance in the State Park program will be along the recreational-educational aspect. It is very important that the Taconic State Park Commission should bear this in mind in the development of our plans.

One of the difficulties of using any of the Putnam County area as a natural history preserve is that this area is so close to New York City that it will be difficult to prevent it from taking on the same general character as the Palisades Interstate Park. In other words the great development of camping and excursions from New York City will probably swamp the west side of the river comparatively soon, and make it necessary to develop the east side in Putnam County along similar lines.

Furthermore land values in Putnam County are already high and it will be difficult to obtain a very large acreage.

On the other hand about thirty miles further north there is a section mostly in southern Columbia County and partly in northern Dutchess where land values are still only a fraction of those in Putnam County, and this territory is on the whole far more suited to a wild life preserve. I am personally familiar with both sections, having hunted and collected birds all through these counties, and southern Columbia County has far more natural wild life than Putnam.

Of course if we should get several thousand acres in Putnam County by dedication, we could set a portion of it aside as a wild life preserve.

I do not need to tell you of my personal interest in these matters, as one of my principal interests for nearly forty years has been the study of the natural history of this territory.

Your booklets on the Allegany State Park could not be better, and I hope that within a few years the State Museum will give us a special study both of the Taconic State Park area and also of such other areas as we may acquire.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

71 ROOSEVELT TO JACOB G. SCHURMAN, JR., New York City

NEW YORK CITY, *October 31, 1928*

MY DEAR SIR: There are two questions asked in your letter of October 25.[1] The first question is as follows:

Do you approve of the application of Article 7—A of the Conservation Law in its present form to the establishment of River Regulating Districts and the taking of State lands in the Forest Preserve for a nominal consideration where no actual necessity on the ground of public welfare or public health and safety is shown and when the result is to greatly enrich the private owners of water power at the expense of the State?

My answer to this question is no.

The Democratic platform on which I am running and with which I am in complete accord reads as follows on this point: "We pledge ourselves to resist all attempts to destroy or impair any part of our preserves. We are opposed to the erection of water power plants under the guise of river regulation within such preserves."

I am also in full accord with the numerous messages and statements of Governor Smith on this subject. River regulating districts should be established primarily for water control purposes and water supply purposes. Water power should be only an incidental and not a primary purpose for establishing such districts. That the sentiment of the people is against the use of the forest preserves for power purposes only, even to a small extent, is evidenced by the overwhelming defeat of the constitutional amendment submitted to the people in 1923 for that purpose.

I believe further that the approval of the Governor should be required for the creation of any river regulating district in the future.

The second question is as follows:

Will you pledge yourself to appoint a Conservation Commissioner and a Superintendent of Public Works, who are in sympathy with your views on the above question if you are elected Governor?

I assure you that any Conservation Commissioner or Superintendent of Public Works appointed by me will be in sympathy with the views expressed above, as I regard the attitude of these officials toward this important question as a very important qualification for the holding of these offices.[2]

Very truly yours,

FRANKLIN D. ROOSEVELT

[18:CONSERVATION:TS:PHOTOSTAT]

[1]This letter was from the Association for the Protection of the Adirondacks, the Adirondack Civic Association, the Adirondack Property Owners Association and the Saranac Lake Chamber of Commerce (Group 18: Conservation), for which the firm of Schurman, Wiley and Wilcox was counsel. This and the succeeding question were, of course, put to Roosevelt as candidate for governor of New York, for which he had been nominated on October 2.

[2]The question of the invasion of the Forest Preserve for power purposes was further discussed in a letter from C. M. Palmer, president of the Adirondack Civic Association, to Roosevelt, Dec. 13, 1928 (Group 28: Water Power). Promises made in the Democratic Party platform included legislation to ensure ownership and control by the state of water power resources. On the issues of the gubernatorial campaign and its conduct, see Frank Freidel, *Franklin D. Roosevelt: The Ordeal,* chaps. 15-16, and Bernard Bellush, *Franklin D. Roosevelt as Governor of New York* (New York: Columbia University, 1955), chap. 1.

72 FRANKLIN MOON, DEAN, NEW YORK STATE COLLEGE OF FORESTRY, SYRACUSE UNIVERSITY, TO ROOSEVELT, Warm Springs

SYRACUSE, NEW YORK, *November 17, 1928*

MY DEAR MR. ROOSEVELT: The Associated Press dispatches of a day or so ago carried the very welcome news that one of your first acts was to—Study the problem of abandoned

lands in the State of New York.[1]

As a citizen, as a forester, and as a farmer—or at least an "agriculturist"—I wish to tell you I am heartily in sympathy with this move and believe that the plan you envisage is capable of rendering great service to the State of New York.

And yet, may I request that in the consideration of the farm problem of New York, the problem of sub-marginal farm and pasture lands be not overlooked. When I tell you that—the most recent figures show that since 1880 5,300,000 acres of land once tilled or pastured have been abandoned and that we have within the boundaries of the Empire State an area greater in size than the four New England States, viz. Rhode Island, Connecticut, Massachusetts and Vermont, which altho unsuited to agriculture will raise repeated crops of timber, conserve runoff and provide for opportunities for recreation, you can realize that the whole land problem is one of the first magnitude and should be considered in its entirety.

I have never had the pleasure of meeting you, but it was my privilege to meet your distinguished relative, Colonel Roosevelt, on several occasions. In fact, I did myself the honor of dedicating a book on forestry to him.

If after thinking the matter over you decide that it is more desirable to attack the land problem of the state from the agricultural end first, we will leave the matter entirely in your hands. In any event, I wished you to know that the foresters of the state—under whose care the future administration of nearly sixty percent of the land surface of New York State will be entrusted—are delighted to learn of your interest in the land problem and will pledge to you, I am sure, their earnest support.

Very truly yours,

FRANKLIN MOON

[18:FARM RELIEF:TS]

[1]These dispatches have not been identified. The New York *Times* of Nov. 15 and 16, 1928, carried articles from Warm Springs, where Roosevelt was vacationing, on the plans of the governor-elect for a conference of farm leaders and others to consider the improvement of agriculture in the state.

73 ROOSEVELT TO FRANKLIN MOON, DEAN, NEW YORK STATE COLLEGE OF FORESTRY, SYRACUSE UNIVERSITY, SYRACUSE, New York

AT WARM SPRINGS, GA., *November 20, 1928*

MY DEAR DEAN MOON: Many thanks for your interesting letter.[1] You may not know it, but I also am a forester and have done a great deal of forestry work and planting on my place at Hyde Park. There is no question that in the proposed study of the farm and abandoned lands problem, we must approach it from the forestry angle at the same time that we approach it from the agricultural angle.

Mr. Henry Morgenthau, Jr. is, at my request, holding an informal conference in New York next Saturday and has asked you to be present. I hope that you will surely be able to get there.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

RT

[18:FARM RELIEF:CT]

[1]Above.

[2]This conference, held November 24, was attended by Moon. It dealt principally with farm relief. Roosevelt, in his Jamestown, New York, speech of Oct. 19, 1928, had said that an investigation might show that many of the farms abandoned since 1920 should not be restored to farming but should be used for the growing of timber (Samuel I. Rosenman, ed., *The Public Papers and Addresses of Franklin D. Roosevelt,* New York: Random House, 1938, I, 28-29; hereinafter cited as Rosenman, ed., *Public Papers).* In his first annual message to the New York State Legislature of Jan. 2, 1929 (he was inaugurated January 1), he restated his belief that abandoned farm lands might better be devoted to the growing of trees *(ibid.,* p. 81). On Jan. 3, 1929, he appointed the Agricultural Advisory Commission to follow up the preliminary discussions of the November conference. The early meetings of this commission dealt with immediate measures for agricultural relief but Roosevelt called attention to the long-range aspect of the problem in a speech to the New York State Press Association at a dinner in Syracuse on Feb. 1, 1929, when he said:

"Our own farm difficulties can and must be helped in a number of ways, but many of these methods will take a number of years before they become effective. Such, for instance, is the condition of many of our citizens who continue to use land for farm crops instead of using that same land for grazing or for raising trees. In other words, we must begin to work out a plan for using every acre for the purpose to which that particular acre is best suited" *(Public Papers of Franklin D. Roosevelt, Forty-eighth Governor of the State of New York,* 1929, Albany, 1930, p. 685; hereinafter cited as *Public Papers of Governor Franklin D. Roosevelt).*

Roosevelt's belief in the principle that land should be used only for the purpose for which it was best suited was set forth during his governorship in a number of speeches and in messages to the legislature, but was first publicly stated at length in a speech at Silver Lake, New York, on Aug. 15, 1929 *(ibid.,* pp. 726-727). His ideas on the subject may be followed in the four volumes (1929-32) of the *Public Papers of Governor Franklin D. Roosevelt;* these also contain the reports of his Agricultural Advisory Commission. A summary of his ideas is found in his book *Looking Forward* (New York: John Day, 1933), in the chapter entitled "State Planning for Land Utilization," pp. 55-68. See also Daniel R. Fusfeld, *The Economic Thought of Franklin D. Roosevelt and the Origins of the New Deal* (New York: Columbia University, 1956), chap. 9, and *post,* 81.

74 ROOSEVELT TO NICHOLAS ROOSEVELT, EDITORIAL STAFF, NEW YORK *Times*

[ALBANY] *February 20, 1929*

DEAR NICK: I am delighted to do everything possible to help the saving of the Yosemite and other trees, and I am writing at once to Wagner and Copeland, as you suggest. I do hope the bill will go through.[1]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[12:CT]

[1]This is in reply to Nicholas Roosevelt's letter of Feb. 16, 1929 (Group 22), urging support of a provision in the 1929 Interior Department appropriation bill for the acquisition of privately owned lands in the national parks. These lands were in danger of devastation and private sources had promised over a million dollars for their purchase. The provision as adopted (45 *Stat.* 1600) authorized the expenditure of $2,750,000 to buy such lands as matching funds from outside sources were donated.

75 ROOSEVELT TO SENATOR ROBERT F. WAGNER OF NEW YORK

[ALBANY] *February 20, 1929*

DEAR BOB: I enclose copy of a letter from a distant cousin of mine, Nicholas Roosevelt, of the Editorial Staff of the New York *Times.*[1] I do hope that a bill can go through to save the Yosemite and other trees, and know that you will do everything possible.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[12:CT]

[1]See above.

76 "GOVERNOR FRANKLIN D. ROOSEVELT'S ADDRESS TO THE NEW YORK STATE FORESTRY ASSOCIATION, 17TH ANNUAL MEETING, Albany, N. Y., Feb. 27, 1929"

I am not speaking to you as Governor, but as an officer and a member of the Forestry Association. A good many of you know my personal interest in conservation because I came to Albany as a baby senator in 1911 and was made chairman of the Forest, Fish and Game Committee.[1] The fact that this baby senator was made chairman of this particular committee meant that forestry had not progressed far in the State. One of the first things I did was to discover that I had a lot of land at Hyde Park that needed reforesting, so between 5,000 and 10,000 trees were planted every year on that land, and forestry was further promoted by the clearing up of 500 acres of woodlot.

We have advanced a long way since that time, and now the general subject of forestry is being studied and understood in every section of the State.

We are facing within the next few years a fairly definite State forest policy. I am open-minded in regard to the details of that program because frankly I think we have not yet arrived in our quest after the best method of carrying forestry to the highest point of perfection. There is some talk, as you know, about legislation that would make it possible, as I understand it, to start, under town or county auspices, forests that would not exceed 500 acres, and as an Executive I am a little appalled at the thought of some 960 forests in the State of New York so small, many of them—probably a good majority of them—that there would be great overhead expense in taking care of them, so that finally we might find ourselves staggering under the burden. My own personal feeling is that we ought, in going into the question, to take a leaf out of the notebook of European experience and get larger forest areas at work so that the state would not be impeded by multiplicity of detail and an awkward load.

There is one other point that I think Forestry Associations might stress, and that is, that the planting of trees is a crop proposition and can be made to pay. I think most of us agree that under proper management, and given a proper price for the land, forestry can be made a commercially profitable operation, and it seems to me that the Forestry Association could do an excellent piece of work by encouraging the richer business citizens to take up forestry on a larger scale, with two purposes in view— (1) education of the people to the needs of adequate forest areas, and (2) education of the people to the truth that support of this work is not a charity but an investment.

We need a lot of publicity on this subject. The majority of people do not even know of the present progress of forestry, the output of our state nurseries, establishment of new nurseries and the remarkably low price at which forest trees for reforesting purposes can be had from the State.

Of course, one thing that we have to face in this whole proposition is that we people with grey hair who start in to plant trees now will be under the ground a good many years, in all probability, before those trees are grown to maturity or to marketable size. But on the other hand, the same thing has been going on for centuries in other countries, and they realize that what they plant now is bound to bring back a great many dividends for their children and grandchildren.

I, therefore, hope that you can, by the educational means you employ convince the citizens to go into forestry as a commercial enterprise and I assure you that the State will assist in any way possible. If there is anything that I can do to help the Association in its work I hope you will call upon me.

Thanks very much for coming![2]

[18:CONSERVATION:T]

[1]This sentence originally read: ". . . in 1910 and was made chairman of the Forest, Fish and Game Committee in 1911." The correction is in Roosevelt's hand.

[2]This copy is filed with a letter from Paul T. Winslow, an officer of the New York State Forestry Association, to LeHand, March 8, 1929. Winslow asked permission to publish the address.

77 ROOSEVELT TO THE NEW YORK STATE LEGISLATURE

ALBANY, *March 25, 1930*

TO THE LEGISLATURE: I recommend to your honorable bodies the authorization of the use of the sum of $10,000 from the highway maintenance money already appropriated, in order that the Department of Public Works with the cooperation of the Conservation Department may set out one stretch of highway tree planting in each of the ten highway districts. These plantings would be in part of an experimental nature but primarily for the purpose of demonstration to the people of the state that the highways could and should be more sightly. An increasingly large body of public opinion recognizes the beauty of tree-lined highways as well as their economic value.

If the state itself sets the example even in a small way, I am certain that communities and individuals will follow it in a large way. Perhaps, too, a greater realization of beauty by those who use our highways may lead us some day to the elimination of those excrescences on the landscape known as advertising signs.

FRANKLIN D. ROOSEVELT

[18:PRESS RELEASE:M]

78 "A DEBT WE OWE," by Franklin D. Roosevelt

[June, 1930]

Stones, steel, concrete and asphalt, bricks and glass meet the eye at every turn in the cities of America. Yet the products of the forest continue indispensable to the structure of our civilization.

A still heavier stake in intelligent conservation of this country's forest resources is held by the people of rural America. Agriculture uses more wood than any other industry. The people in the country benefit most from the prevention of floods. They own the lowlands where crops and property are destroyed. They own the highlands from which erosion sweeps away the fertility.

The small cities and towns, either as municipalities or through civic organizations, can make a notable contribution to progress in forest conservation, as I shall indicate a little later.

Back in 1911, as a greenhorn member of the New York State Senate, I happened to become chairman of the Committee on Forest, Fish, and Game. Anxious to stir up interest in my committee's work I arranged to have Gifford Pinchot deliver a lecture in Albany.[1] What he said I have probably forgotten but two pictures that he displayed are still vividly remembered.

He threw on the screen first the reproduction of a painting made in meticulous detail about the year 1400 by a Chinese artist. The scene was a beautiful valley in China, peopled with a city of a half million. Luxuriant crops in the carefully cultivated fields of the valley floor indicated a rich and well-tilled soil. A quiet river wound along, with indications on the bank that this was a stream of steady flow, free from periodic floods. A deep and dense forest of pine trees covered the mountains at either side of the valley. The whole scene was one of peace, prosperity and plenty.

Down the mountain at one side had been slashed a strip in which was a wooden trough, or flume, such as is used for sliding logs down a declivity. This was evidence that lumbering operations had been started.

Then Mr. Pinchot flashed on the screen a photograph of the same valley, made in 1900 from the identical spot occupied by the artist who five centuries before had painted the scene in photographic detail.

The mountain slopes had been completely denuded of their forests. Not a tree remained. Jutting rocks, deep gullies and barren spaces were there instead.

The whole valley floor was covered with a wilderness of rocks and bowlders that had been swept down by floods. No crops were growing, because no soil was left in which a seed might sprout. There was no river—only a dry stream bed where in season violent floods added to the destruction of what little was left to be damaged.

A poverty-stricken village of 5,000 remained within the still standing walls of the once prosperous city of a half million.

One need not be an alarmist to foresee that, without intelligent conservation measures, long before half a millennium passes some such contrasting pictures might be possible in our own United States. Even now we are consuming five times as much timber as is being grown. We plant in a year an area about equal to what is cut over in less than five days. Fortunately the federal government and many of the states are planning and working constructively to conserve the nation's timber resources.

A certain amount of sentiment clusters about trees and the forests and this I would not disparage, for I share it. We can, however, put that entirely aside, for the dollars and cents argument is powerful enough if we have the slightest consideration for future generations.

If no other fact were available to support this statement one would need only to point out that in eighty-five years lumber prices have increased three and a half times as rapidly as average prices of other common necessities. In consequence, in part at least, of this rise in price our per capita consumption of wood has declined by about forty per cent. Thirty-three of our states are now sending to other states for their lumber supplies.

We pay two hundred and fifty million dollars a year of freight because the remaining forests are so distant from the centers of consumption. The steel rails of our Northern transportation system are being laid on ties shipped from the far Northwest. Our newsprint supplies are coming from long distances. We use eight million tons of paper a year. It takes five million trees annually to support our telephone and telegraph wires. Wood is a staple necessity of everyday life.

The Forest Service is authority for a statement that before long more than half of the nation's wood supply will be in the hands of farmers. This indicates not only the importance to the nation of the farm woodlots but points to farmers the probability of much more profitable returns from lands that have not been especially remunerative. When one recalls that most of these farm woodlots are much closer to the consumers of wood than the lumber of the Northwest or the national and most of the state forests, with the consequent saving in transportation costs, the profit possibilities seem all the more apparent.

On my farm in Dutchess County, New York, are five hundred acres of woodland and some so-called pasture land that is not worth much as such. None of this is cultivable. In 1911 I asked the state forester to outline a constructive program, which we have followed faithfully.

The four hired men spend part of their winter months cleaning up fifty acres of this woodland each year. They remove the trash, take out dead and worthless trees, and do whatever other work has been recommended. In addition they get out all the fuel wood required on the farm.

Besides this cleaning-up program we plant each year with good seedling trees five acres of the old pasture land.

Now as to the financial returns: In the first place, we have had all the wood we needed to burn. In 1920 we sold 100 white and red oak trees on the stump at $8 each. In 1922 we sold $1,400 worth of timber for railroad ties. In 1924 we had $900 for 100 hemlock and oak trees. The average since 1920 has been a net return, besides our fuel, of $500 a year, which about pays the taxes. You will understand, of course, that this is land of no productive value for any other purpose.

As a result of a sound forestry program we shall have eventually, say after twenty years from now, a $2,000 yearly income from this tract. Without proper management the return would be negligible. Even a forest cannot make much money without help.

This may seem like a rather small profit and a long time to wait for it. There is truth enough in such a view that individual effort at reforestation has not been extensive. Not many of us can plant a crop of trees, unless for fruit or nuts, and expect to harvest a profit in our own lifetime. Nor can we fairly insist that the owner of high-priced land would be compensated, in person or through his estate, by a lumber crop.

I have undertaken personally to interest a number of people of means in what might be called a "Grandchildren's Trust." The proposal is for a tree company in which individuals shall subscribe for shares at $1,000 each. The funds will be invested in woodland or land to be planted in trees. Provision will be made for proper care. The tract to be selected will be scattered in widely different locations, perhaps in several states, to minimize the risks of fire

and damage. The central idea is that the investors shall each leave their shares as trusts for a grandchild. Since the investment may be expected to take thirty or more years to begin to yield returns, the "Grandchildren's Trust" form provides a personal interest in reforestation that would otherwise perhaps be absent.

I might add that this idea is no one's exclusive property if any reader wants to take it up.

The country has plenty of land, of little use for cultivation or grazing, upon which to produce its wood supplies. With the big areas of virgin timber now confined to the Northwest, with ample demand and good transportation, with public nurseries to supply young trees, a time has come when farm owners, municipalities, counties and states can afford to own and maintain wooded tracts. Besides contributing to our future needs for wood, the care of such tracts will provide employment in slack times, will add to recreation facilities and in many instances be of value in the prevention of flood conditions.

The state of New York has a new law that permits any county to buy 500 acres or more for reforestation. The county and state share equally the purchase price, which must not exceed $10 an acre. The state will furnish the trees and the county the labor for new planting. Twenty counties invested $67,956 under this law in 1929, its first year. Under another new law the state last year took over 8,500 acres at an average of $3.08 per acre. On 1,400 of these acres 1,680,000 trees were planted.

Our next step as a state is an arrangement by which every acre in the state will soon have been surveyed and a record made of its suitability for agriculture, pasture or woodland. This survey will serve many purposes, one being to aid people desiring farm land to choose soil best suited for their plans. We expect that the definite classification of areas as forest land will stimulate tree planting on such tracts.

Municipal forests are common in some of the European countries, in some of which a tree must be planted for every one that is cut. We have made a start in this direction here and ought to be doing a thousand times more. An individual may feel that he cannot wait for a forest income, but a town can.

Fitchburg, Massachusetts, is credited with the first American city forest, having purchased scattering tracts totaling more than one hundred acres some fifteen years ago. Petersham, in the same state, has made a town forest out of a two-hundred-acre "poor farm" for which there was no longer a supply of inmates. Walpole, Massachusetts, was given a tract that has been planted largely through interest aroused in the public schools.

The wealth of New York City is being increased by the growth of trees that have been planted on two thousand acres surrounding the great water-supply reservoirs. A large number of Eastern towns have plantings of this kind, more than seventy in New York alone.

A unique enterprise has been carried out at Herkimer, New York, where the American Legion has acquired some fifty acres as a memorial forest, on which were planted in 1922 fifty thousand trees supplied by the state.

This practical monument will do more than to perpetuate heroic memories, for it will provide funds to aid the victims of war.

Thousands of towns and cities have, or could easily obtain, tracts of land suitable for municipal forests. There are instances abroad of towns whose entire expenses are paid from forest income. No community will object to being relieved of paying taxes. Why shouldn't we have in this country a widespread movement in this direction?

In a great many states farmers may obtain desirable seedling trees for a nominal cost from state nurseries. Nebraska, for instance, the home of Arbor Day, charges a cent apiece. During 1928 Nebraska distributed 682,000 trees to 2,600 farmers. Many of these were for windbreaks, a most useful purpose in the plains country.

No argument is necessary to prove the nation's need for a continuing timber supply. As a people we need wood for innumerable purposes, from ball bats and rocking horses to shingles, print paper and artificial silk. For the conservation of our soil resources we need the forests to break the force of rainfall, to delay the melting of snows, to sponge up the moisture that would otherwise pour down the slopes and grades, carrying with it invaluable fertility and creating floods that destroy. Much of the water that falls in forested land never needs to be carried away, for it is said that one average white oak tree will give off by evaporation one hundred and fifty gallons of water on a hot day.

Reforestation of marginal land may be found to be a profitable step toward diminishing the recurrence of agricultural surpluses. As farming increases in efficiency and our foreign markets tend to become stopped up more and more consideration will be given to this angle.

Let us provide adequate means for preventing forest fires—an individual as well as a public responsibility. Let us plan satisfactory methods of relieving growing timber of taxes. Let us do whatever is possible to promote tree planting by government units and by individuals. Let us promote widespread education in support of maintaining our forests. After we accomplish our utmost in all these directions it is probable that posterity will regret that we did not display even more energy and greater foresight.

[REPRINTED FROM *The Country Home,* 54 (JUNE, 1930), 12-14, BY PERMISSION OF THE CROWELL-COLLIER PUBLISHING COMPANY.]

[1]Cf. *ante,* 12.

79 ROOSEVELT TO ROBERT U. JOHNSON, New York City

[ALBANY] *July 24, 1930*

MY DEAR MR. AMBASSADOR: It is true that at the Governors' Conference in Salt Lake City the Appalachian Park matter was not on the agenda. This agenda is prepared by the Executive Committee and as I am to be on that committee for the coming year I hope that we can take it up at the Conference next spring.[1]

With my kind regards, I am, Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:GOVERNORS' CONFERENCE:CT]

[1]This is in reply to Johnson's letter of July 19, 1930 (Group 18: Governors' Conference), asking if his plan for the reservation of the Appalachian forests had been considered by the conference of state governors at Salt Lake City. Johnson had for years been urging that the Government take over the Appalachian Mountain forests in the interest of conservation and recreation. (His efforts to interest President Theodore Roosevelt in this are described in his book, *Remembered Yesterdays,* pp. 300-307.)

80 ROOSEVELT TO IRVING M. SNOW, M. D., Buffalo

[ALBANY] *October 14, 1930*

DEAR DOCTOR SNOW: Thank you for your interesting letter.[1] I am wholly with you in the thought that trees should be planted along the state roads. Did you know that last spring I asked the Legislature to set aside $10,000 from the highway fund for the express purpose of making ten experimental plantings on state highways—one in each of the highway districts. This work is under way and I am very certain that it should be continued. A landscape architect is making the recommendations in each case.

I shall hope to have something to say about this in the campaign which, however, I shall not start until this coming Saturday.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR-HO

[18:CT]

[1]Oct. 9, 1930 (Group 8), urging Roosevelt to initiate a state roadside forestry project for the relief of unemployment.

81 "THE LAND SURVEY OF THE STATE OF NEW YORK, AS OUTLINED BY GOVERNOR FRANKLIN D. ROOSEVELT IN HIS MESSAGE TO THE LEGISLATURE, Albany, January 26, 1931"

TO THE LEGISLATURE: In my Annual Message of January 7, 1931, to your Honorable Bodies, I pointed out that we in this state have in our program of remedial legislation for our farmers and rural dwellers progressed to the point where we should formulate a definite far-reaching land policy for the state. In a literal sense, the adoption of such a land policy affects not merely the rural populations of the state, but in an equal degree the entire population of the state. It involves the food supply of all our citizens, their water supply, timber supply, and indeed practically all of their market commodities.

What do we mean by this land policy. Fundamentally we mean that every acre of rural land in the state should be used only for that purpose for which it is best fitted and out of which the greatest economic return can be derived. New York has about thirty million acres of land, of which twenty-seven million acres are rural and non-industrial. Of these about five million acres are in mountains, forests, swamps, and other lands that have never been cultivated. That leaves about twenty-two million acres which were once in farms. Of this acreage four million have been abandoned or are no longer used for farm purposes. As a result, about eighteen million acres are now devoted to farming.

I propose that the state proceed to find out as soon as possible what these eighteen million acres are best suited for. It seems almost unnecessary to say that land which is suitable for the raising of crops on a profitable basis should not be left idle or devoted to forest purposes; and that, conversely, land which can be used only for tree planting should not be cultivated year after year in a futile effort to raise profitable crops thereon. And yet, it is unquestionably true, that thousands of farmers are year after year spending labor and money in various parts of the state trying to get agricultural products out of land which will never be able to yield a profit in crops, but which should be devoted only to reforestation or recreational purposes.

Our present knowledge of soil conditions enables us to state accurately for what purpose any

definite parcel of land is best suited. I believe that the State of New York should be in a position to place at the disposal of its citizens first-hand accurate information as to the actual adaptability of our rural lands for farming in its various phases. To that end, I recommend that the state proceed to make a survey of the rural lands of the state. This survey will probably require about ten years. We should, however, at the earliest possible moment adopt a program of making the survey and start it on its way. As a matter of fact, the first step has been taken. Last year the Legislature on my recommendation appropriated twenty thousand dollars, with a part of which the College of Agriculture at Cornell has made a survey of one whole county—Tompkins County. The survey has been made on the basis of ten acre squares; and very simple and clear maps have been prepared which can be examined by your Honorable Bodies showing the following data with relation to the plots of land in Tompkins County:

A. The type of soil.

B. The climate.

C. The present use of the land.

D. An analysis of the people who live on the land in relation to the following particulars:

1. Is the resident a new settler or has his family been on the land a long time?

2. Are the young people staying on the land or leaving it?

3. Does the resident make his livelihood out of it or does he occupy it only as a residence?

4. Does the farm support the farmer in accordance with the American standard of living?

E. The contribution which each farm makes to the food supply of the nation.

This survey has proved again what is a matter of common knowledge among agricultural experts, to wit—that a large percentage of the land now in cultivation as farms has no right to remain as farm land. Several generations of farm experience prove that a satisfactory living cannot be made from this land by farming. In some of the townships in Tompkins County, as high as twenty-two per cent of the farm land has been proven to be unadaptable to farm purposes.

With time and money, such a survey could be extended to the entire state. It would include, in addition to the data mentioned above, a study of the location of roads, school facilities, resorts, industrial plants, potential water power resources and power, transmission and telephone lines. On the basis of such information approximate boundaries can be laid down of areas in which there appears to be possibility of coordination of economic endeavors. With such maps, agricultural and economic experts can proceed to classify the lands of the state and advise accurately the use for each classification. While, of course, it is not suggested that this classification be in any sense compulsory, continued economic effort will gradually result in using each acre of land for that purpose which will be the most profitable.

The two chief uses of rural land are agricultural and forestry. Land adaptable for one should not be used for the other; and land which cannot be used profitably for either should be declared waste land or wilderness areas in which settlements should be discouraged. Even such land has its usefulness, however, for the natural brush and grass cover which will develop over them will be of some assistance in aiding flood control.

The program can go even further and should be even more far-sighted. It can be used as the

basis for planning future state and local developments which depend for their complete efficacy upon accurate knowledge of the proper settling of population. For example, when we proceed to construct or improve roads through the rural areas of the state, whether they be dirt roads or improved roads, we should know whether or not the land through which the roads pass will ultimately support the farm population, or whether the farms will have to be abandoned as unsuitable for agriculture. If we could accurately foresee which areas of lands would ultimately be devoted exclusively to reforestation, we would not of course proceed to construct roads through that area with any idea of using such roads as farm to market roads. In the same way, our policy of establishing additional school facilities could be accurately guided toward the end that they be located in spots where they can best serve surrounding population. This conclusion is equally true in connection with electric power and telephone lines. It would, of course, be economically unsound to construct expensive lines into areas where we know that ultimately electricity and telephones will not be introduced on the farms. Such a survey and land policy will there fore help us to attain the highest maximum efficiency in planning farm to market roads, rural electrification and telephones, and scientific allocation of school facilities.

Also closely tied up with this survey is the whole question of local land assessment. It is generally conceded that the existing unscientific poor assessment of rural lands is at the root of most local tax difficulties. A great deal of this can be eliminated, of course, by improving the machinery of taxation. This is another subject to which I have invited the attention of your Honorable Bodies on a great many occasions, to wit—a reorganization and modernization of local government. But entirely apart from the disadvantages of an antiquated machinery, local land assessment has rarely, if ever, been scientifically coordinated with the adaptability of the land to various uses, or with the actual or potential income producing qualities of the land. An accurate scientific survey of each plot of land would necessarily be of inestimable value to a more accurate relative assessment of various parcels of land, called farms.

Hand in hand with this survey there must go a reforestation program on a scale that has never before been attempted by any state. The thousands of abandoned farm areas can be put to their proper use—the growing of trees and the furnishing of recreational opportunities. Fortunately, the state has already definitely embarked upon such a program.

I trust that the reforestation amendment will be again passed by your Honorable Bodies this winter and approved by the people next fall. I hope also that along these lines your Honorable Bodies will pass the various recommendations which I have made in my budget, to wit—$580,000, for the acquisition, maintenance and planting of reforestation areas; ninety-seven thousand dollars for the operation of nurseries and tree planting; one hundred and fifty thousand dollars for the operation of nurseries and tree planting, eight thousand dollars of which has already been made available by Chapter 4 of the Laws of 1931; twenty thousand dollars for the acquisition, maintenance and planting of reforestation areas; twenty-five thousand dollars for the establishment and operation of additional tree nurseries; and twenty-five thousand dollars for the purchase of land for a forest tree nursery.

The adoption of a scientific land policy such as I have outlined, as already begun in Tompkins County, should be extended to all the other counties in the state. The continued maintenance of farms on land which are not adapted to farming will be a drag on the social development of rural life. Such farms cannot support an American standard of living; as Americans we cannot encourage a lower standard of living to continue on them. The social significance of readjusting our rural population gradually but ultimately to the end that only the good farm land be used for farming and the poor land be used for reforesting or other purposes should immediately arouse our attention. It will save the state untold wealth by a more advantageous distribution of highway and school moneys; and in connection with the

future development of water power, it will provide a more scientific basis for distribution of electrical energy for any private corporation or municipal agency which ultimately may be engaged in such activity.

I have recommended to your Honorable Bodies an appropriation of ninety-six thousand dollars for land survey and classification by the College of Agriculture at Ithaca and the School of Forestry at Syracuse as a beginning of this state land survey to form the basis of a state land utilization policy. I trust that this recommendation by me will be adopted; and that this state will immediately embark upon this far-sighted program which I know will be of such social and economic moment to both its urban and rural population.

FRANKLIN D. ROOSEVELT

[FRANKLIN D. ROOSEVELT, *Acres Fit and Unfit]*[1]

[1]This message to the New York State Legislature is here reproduced in the form in which it was published in *Acres Fit and Unfit, State Planning of Land Use for Industry and Agriculture,* pp. 14-20, a pamphlet published (apparently privately) by Roosevelt in Albany in 1931. "Acres Fit and Unfit" is the title of an address given by him before the Conference of Governors at French Lick, Indiana, June 2, 1932, and is a discussion, in more general and popular form, of the principles outlined in the legislative message here printed. The message and the address make up the contents of the twenty-page pamphlet. Both the message and the address are printed also in Rosenman (ed.), *Public Papers,* I, 480-495. The ideas here expressed were similarly stated, much more briefly, in a talk at the annual dinner of the New York State Agricultural Society, at the Aurania Club, Albany, Jan. 21, 1931, printed *ibid.*, pp. 699-701, under the title, "Why the State Should Adopt a Scientific Land Policy," and in "Planning Use of Land for Farm, Forest and Highway," in *The United States Daily,* VI (Jan. 25, 1932), 8.

82 SPEECH BY ROOSEVELT, FARM AND HOME WEEK, Cornell University, Ithaca, New York, February 13, 1931

In speaking to this great group of farmers from all the corners of New York State and representing every branch and phase of farming, I appreciate that I am addressing a group that is primarily interested in country life, the life of the open, of natural things, both plant and animal.

I want to talk with you, therefore, about some problems of conservation, of the saving, the protection, the enrichment and the building up of our natural resources, not only for ourselves but much more for the generations that are to come.

I am particularly happy in presenting this to you, as this group and this College of Agriculture have time after time reminded me of the need for one great conservation measure in the solution of the problems of the abandoned farm region—namely the purchase and reforestation of the land by state or county.

We need to keep in mind, also, that reforestation may carry with it a balanced program of conservation, including the development of game, wild life and recreation.

Did you ever stop to think how fortunate New York is in having in a place easily accessible for its vast population of 13,000,000 human beings that great Adirondack group of mountains one hundred miles square and containing lakes, streams, woods and animals, a playground for all of us and for many millions more from other states. In still another corner of the state, we have the Catskills, nearly as large in extent and just as beautiful. These are priceless heritages of the people of the state.

Now we have before us three proposed Constitutional amendments and one proposed law which the Legislature is considering and which deal with the Adirondack and Catskill

mountains and with reforesting in general. One of these amendments and the proposed law, I believe, should pass. I am not so sure of the other two amendments. I want to discuss all of them with you.

The first proposed amendment is one which is recommended by the New York State Reforestation Commission—the so-called Hewitt Reforestation amendment. This has two purposes: first, to set up a schedule of annual appropriations required to put into effect the enlarged reforestation program; and, second, to provide for extending that program to all of the counties of the State where idle land is located. The reforestation program as recommended by the Conservation Department and approved by the Reforestation Commission calls for the purchase and reforestation by the State of 1,000,000 acres within fifteen years at a cost of $20,000,000. Lands best suited for this purpose are located in nearly all of the up-state counties and 45,000 acres have already been acquired in thirteen counties. This proposed Constitutional amendment should be passed by the Legislature and should be approved by the people next fall. It is the basis for all the work that should be done in getting these abandoned farm lands out of agriculture and put to the use for which they are best adapted—raising crops of trees.

This amendment also makes it possible for the State to start production forests in the Forest Preserve counties, but outside the Adirondack Park boundary commonly called the blue line.[1] It does not endanger the Adirondack Park in any way or make it possible to lumber any State forests that are inside the blue line or that have been acquired up to this time in the Adirondack Preserve counties, but outside the blue line. Unless this amendment is passed, it will be impossible for instance to start production forests even in the southern end of Herkimer County simply because that county contains within its northern border a small part of the Adirondack Park and is therefore technically a Forest Preserve county.

There are two other proposed amendments which I want to mention. One of these would make it possible to build new highways through the Forest Preserve, destroying timber and forest growth for this purpose. The other would make it possible to develop great recreation centers in the Adirondack and Catskill Parks by cutting trees, etc. At first reading these do not look harmful. When we recall the struggle that the people of the state have had to prevent exploitation of the Forest Preserve by unscrupulous persons, and the great advantages to us and our descendants of having these great Preserves kept as nearly as possible in their natural condition, I am doubtful of the wisdom of too hasty action on these two amendments.

I believe that it is unwise to vote upon these amendments next fall. With three amendments before us, each dealing with the Adirondack and Catskill Parks, misunderstandings are liable to arise which will cloud the issue and confuse the public mind. We probably need more discussion of these last two proposals before we say definitely that they should be approved.

The other question which I wish to discuss is a proposed law—a bill now before the Legislature to extend the so-called blue line defining the Adirondack Park. The blue line is one of those imaginary boundary lines that we used to read about in geography, that defines the limits of the Adirondack Park. The Park now embraces about 3 million acres. The new bill proposes to extend this line in all directions and to take in about one and one-half million additional acres. Almost none of this additional area falls in the abandoned farm class. It is nearly all densely wooded land that ought to be in the Park.

There is also, but still further outside of the mountain and park area, in other words outside the proposed extension of the blue line, a fringe of abandoned farm land that should be reforested. This area is estimated at one million acres.

If the Hewitt amendment passes, it will be possible to reforest this abandoned farm area with

production forests in the same way that many other abandoned farm areas all over the state may be reforested. If the proposed law to extend the blue line passes, the Adirondack Park will be enlarged to include much forest land which should be park land and at the same time all production forest areas to be developed under the Hewitt amendment will be kept well away from the park area proper.

These two pieces of legislation are interlocking and interrelated. Both should be passed at the same time; that is, the extension of the blue line should be done by legislative enactment this winter and the amendment to the Constitution providing for a permanent reforestation program should be passed by the Legislature again this winter and should be approved by the people next November.

There has been some misunderstanding of these two bills, some of it wilful and some of it sincere. There will be some opposition to them, some of it sincere and disinterested and some of it perhaps not so sincere. After the most careful sort of a study by myself and by my Conservation Commissioner, Henry Morgenthau, Jr., I want to state that in my judgment the interests of the state are best served and are entirely protected by these two pieces of proposed legislation—the extension of the blue line and the Constitutional amendment providing for a permanent long term program for reforestation in the State of New York.

[18:CONSERVATION:PRESS RELEASE:M]

[1]In 1890 a blue line was used on a map issued by the New York State Forest Commission to delimit the proposed Adirondack Park and the term "Blue Line" has continued in use since its establishment in 1892. The Adirondack Park contains both Forest Preserve (state-owned) and private lands and is therefore not identical with the Preserve. There are also extensive Forest Preserve areas outside the "Blue Line."

83 ROOSEVELT TO J. H. BREWER, MANAGER, LOUISVILLE *American*

[ALBANY] *February 14, 1931*

DEAR MR. BREWER: I have your letter of January 29th.[1] Your conditions in Kentucky are, of course, somewhat different from ours in New York. From our own experience, however, I would suggest first a survey of the poor or abandoned farm areas, or idle land areas of the state. This should be a land utilization study made by competent scientists trained in agricultural economics.

Our surveys have been under the supervision of Dr. G. F. Warren of our own State College of Agriculture at Ithaca, N. Y. Dean Cooper of the State College of Agriculture of Kentucky knows Dr. Warren's work intimately. I am sure that Dr. Warren would be glad to give you any information which you desire along this line.

Our experience is that we cannot depend upon the owner of land to do a large amount of reforestation work. If he owns much of this land, he is generally too poor to reforest it. If a land utilization study indicates that there are large areas which ought to be reforested, the job must probably be done by the county or state. In New York the state carries on reforestation. The counties also carry on reforestation under a plan by which the state pays to the county half of the cost of purchasing the land and setting the trees, with a limit of a $5,000 state allotment to any one county in any one year.

If you would like to know more about this phase of the work, I am sure that my Conservation Commissioner, Henry Morgenthau, Jr., would be glad to answer any questions which you have, or send you any materials which may be available.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Brewer described the need for a conservation program in Kentucky and asked Roosevelt's opinion of a plan whereby the state would exempt forest-denuded lands from taxation on condition that the owner replanted them (Group 18: Conservation).

[2]Drafted by Deputy Commissioner C. E. Ladd of the State Conservation Department.

84 PROCLAMATION OF CONSERVATION WEEK

EXECUTIVE CHAMBER, ALBANY *[March 20, 1931]*

In view of the great economic importance of our natural resources, and in further view of the fact that the conservation of these resources is not only an activity of state government, but an interest of all the people of the state, it is eminently proper that one week in the year should be set apart for teaching the lesson of conservation.

New York State is fairly embarked on a conservation project of great importance to all the people—the reclamation of a million acres of abandoned farm lands by reforesting—and is aiding private land owners and municipalities to make profitable use of idle land by planting forests on it. This is a subject on which the public should have full information. The protection of our forests from fire, trespass, fungus diseases and dangerous insect pests and their preservation as the habitat of valuable wild life, as protective cover for the head waters of our rivers and as forest parks open to the public for healthful recreation, now and here after, is an obligation upon all of us.

The protection of the wild life of our forests and waters, the guarding of our waters against pollution, our sources of water power against exploitation, are all conservation activities which call for intelligent public support to be thoroughly effective.

Therefore, I, Franklin D. Roosevelt, Governor of the State of New York, do hereby proclaim the week beginning Wednesday, April 1, 1931, as Conservation Week to be devoted to the consideration of questions relating to a better understanding of the conservation of our natural resources and the benefits that will accrue therefrom, and I call upon public officials and all educational agencies to bring to the attention of the people the great public benefits that are dependent upon the wise use and perpetuation of our forests, the protection of the birds and animals that they shelter, and the safeguarding of our waters from alienation and pollution.

Given under my hand and the Privy Seal of the State at the Capitol in the city of Albany this twentieth day of March in the year of our Lord one thousand nine hundred and thirty-one.

(Signed) FRANKLIN D. ROOSEVELT

By the Governor: GUERNSEY T. CROSS, Secretary to the Governor.

[18:CONSERVATION:PRESS RELEASE:M]

85 SPEECH BY ROOSEVELT TO THE CITIZENS OF THE STATE OF NEW

YORK, April 1, 1931

EXECUTIVE CHAMBER, ALBANY

CITIZENS OF THE STATE OF NEW YORK: We are nearing the close of another legislative session, which inevitably brings with it a flood of matters that must have attention and requires intense application to legislation covering the whole range of the state's activities. But it is a genuine pleasure to me to turn for a few moments from all of that to talk to the people to whom all of us here at the capitol are responsible; especially so to speak on a subject so important to us and so intimately associated with the future happiness of all who inhabit this Empire State.

Conservation is a word that means at least something to all of you. Broadly speaking, its implications of saving and protecting what we own that is of genuine worth, whether of wealth, of health or of happiness, is inclusive enough to take in all the functions of government. If we speak tonight of the word in a somewhat narrower sense, it is only slightly so. For the functions that are gathered together under what is known as the Conservation Department of our State government, do touch very closely all of these three things—wealth and health and happiness. We use the word conservation particularly with reference to the conserving—the saving, the protecting and the increasing—of the physical resources nature has provided within our state's boundaries. We consider how to make these resources most useful in advancing the health and happiness of those who live here now and how also to hand them on as a heritage to our descendants, at the very least unimpaired; at the best, augmented and increased and made more available and useful to our descendants.

We speak of material values that can be appraised on a balance sheet; we speak of no less material values in the protection and conservation of health; we speak of facilities for outdoor recreation and enjoyment, and, not least of all, we speak of aesthetic values that will have much to do with shaping the future character—the idealism—of our citizenship.

The State of New York has embarked upon a program of making good use of good things that have been too much neglected in the past. Our state is a great factory of the implements of what we are pleased to call civilization. But we—you and I and all of us—don't want it to be exclusively a factory. We want it to be a land rich in opportunities for joyful living. And we have found that there are no artificial joys to replace the natural benefits of wooded hills and fertile valleys, clear mountain air, forests peopled with protected wild life, sparkling lakes and rippling, unpolluted streams.

The green slopes of our forested hills lured our first settlers and furnished them the materials of a happy life. They and their descendants were a little careless with that asset. Those who found abundance in New York State were no different from the rest. Once there was a great wealth of timber here. Now we have great barren areas where productive forests once stood. But modern progress in forestry and agriculture has conferred an opportunity on us. Intensive modern farming goes to the fertile plains of broad extent and rules out stubborn acres stolen from the forests. Annually hundreds of thousands of acres in this state are being abandoned for farm use. We propose to put these abandoned acres back as fast as we can into their natural and profitable use—the use for which nature intended them—of growing trees for us. Our Conservation Department is engaged in that work. It is acquiring at low cost large areas of land suited for tree culture but now unused and planting them to new forests as fast as they are acquired. With the approval by the people in this year's election of a constitutional amendment which has twice been passed by the Legislature, a new and enlarged reforestation program will be set up, under which it will be possible to acquire and to plant to forest a million acres of idle lands by the year 1944. The Hewitt amendment provides a continuing series of appropriations for this work which will amount in all to twenty million dollars.

This is one phase, perhaps the most important, of the forest program. But there are others. At this session there has been enacted the law extending the border line of the Adirondack Park until now it embraces 4,604,000 acres, making it the greatest public park in the world. In it are approximately two million acres of state-owned land, constituting the perpetual forest preserve for the protection of the mountain watersheds and the regulating of the stream flow out of that great area and also to protect it as a great recreation ground for all the people of the state. In truth, as a recreation ground, enjoyment of it is not by any means limited to the people of this state. Thousands come to it from all over the United States and in fact from all of the world, for it is one of the world's great natural playgrounds and health resorts—larger indeed than the great Yellowstone Park itself.

Realizing this, the state through the Conservation Department, has been active in making it, and the similar park of 617,000 acres in the Catskills, more and more available and useful to tourists, campers and mountain hikers. This is being done by the building of roads, the marking of trails, the circulation of maps and detailed information and the provision of camp sites and rest places.

Closely related to this forest recreational work is the state's ever-growing program of park extension and improvement. Under the general direction of the ten state park commissions grouped together in the State Council of Parks more than sixty separate park areas exclusive of those embraced in the forest preserve region are being developed, extended and improved. These parks extend from Niagara Falls to the tip of Long Island and they embrace hundreds of scenic camp sites, scores of bathing beaches, picnic grounds, improved parkways and other facilities for rest and relaxation convenient to the millions who live in our cities as well as the remotest rural dwellers who also seek beauty and variety in nature. The great Long Island park development, the Palisades Interstate park, and the Taconic system with their great connecting park highways are among the important projects under development for the most densely populated eastern portion of the state, but the facilities of the Finger Lakes and Allegany regions and of other sections are not being neglected.

A feature of our conservation work of great interest to me and of paramount importance to that great group of lovers of nature—the sportsmen who love to carry rod and gun into the woods—is the protection and development of the wild life of forest, lake and stream. It may seem strange that the state which has the greatest population in the union and the greatest number of city dwellers is also among the leading game states; yet this is the fact. More skins of fur-bearing animals are taken in the state than in Alaska. We have deer in great numbers, bears and wildcats, besides the smaller fur-bearing animals. There are pheasants and ducks in considerable abundance, geese, quail and woodcock. The state is actively engaged in propagating pheasants and recently the Conservation Department has undertaken a new project by which the services of farm boys and girls are being enlisted, on a basis profitable to them, to increase the pheasant population. Studies are being made by an expert attached to the Department to bring back, if possible, the ruffed grouse as an important game bird and there is excellent prospect of success for this venture. The state has established refuges for game birds and animals and the Department is now engaged in a study with the most competent authorities as advisers on how to improve the location of these refuges and how to provide for the hunters of the future public hunting grounds adjacent to the game refuges, so that the acquisition of private preserves and the extension of posted ground will not bar the average sportsman who is not rich from attractive hunting grounds.

The state's fish hatcheries and rearing ponds are constantly supplying fresh stocks of fish to streams and lakes and there is in progress a complete biological survey of the waters of the state under the direction of the Department's biologist and with the cooperation of scientists from colleges of several states. This survey is to be used as a guide in the effective re-stocking of the waters of the state and the care of the fish so placed.

Conservation of water and water power resources is another activity of the State in which the Conservation Department works in coordination with other departments through the Water Power and Control Commission. Among its enterprises is river regulation by storage reservoirs. Under its direction there was built and placed in service last year the great Sacandaga river reservoir, the largest artificial body of water in the state, which stores flood waters of the Sacandaga to be liberated during periods of low water to maintain the level of the Hudson river. This great reservoir has a total capacity of 283 billions of gallons and has already proved itself of immense value in augmenting the flow of the Hudson during a drought period. The Commission supervises drainage and water supply projects so as to guarantee equitable use of the state's water supplies and to protect them from wasteful exploitation.

Commissioner Morgenthau has been wise and fortunate in obtaining the advice and enthusiastic cooperation of many citizens of the state not in official life in furthering his plans for serving the best interests of all the people of the state through the activities of his department. Especially has the advice of the Conservation Advisory Council, which he inaugurated since he came into office the first of this year, been of the very greatest helpfulness. I speak of this because it seems to me to be a type of the close cooperation between the people through voluntary bodies and their regular employees of the state's services which promises much for wise and efficient administration of their affairs.

I wish to bespeak tonight for the Conservation Department the same disinterested cooperation from all who hear my voice and to assure them that it is my desire and that of Commissioner Morgenthau to serve their highest interests and the interests of those who come after all of us, to the full extent of our powers.[1]

[18:CONSERVATION:PRESS RELEASE:M]

[1]This speech, presumably drafted by the Conservation Department, was delivered over the radio at 7 P. M. With the text here printed is an unsigned typed draft, differing in one or two unimportant points.

86 ROOSEVELT TO MAYOR CHARLES E. ROESCH OF BUFFALO

[ALBANY] *June 30, 1931*

MY DEAR MAYOR ROESCH: The Attorney General and the Commissioner of Health have told me of their invitation to you of June 2 to confer in Albany concerning the pollution of Lake Erie waters. I should like to supplement this invitation by requesting you to confer with me concerning the steps which the City of Buffalo is taking, or contemplating, to provide for the purification of its sewage.

I am calling a conference at the Executive Chamber in Albany, for Friday, July 10th at 2:00 P. M. (D. S. T.), to which I am also inviting the officials of other municipalities on Lake Erie and its tributaries, to discuss the steps which are being contemplated by the various municipalities concerned to discontinue the present discharge of untreated sewage.

I am sure you agree with me that continued pollution of our streams and waterways by untreated sewage is a desecration of one of our most natural resources[1] which no civilized community should continue to tolerate.

I will be glad to have you bring along with you any city officials you may wish.[2]

Very truly yours,

[FRANKLIN D. ROOSEVELT]

[18:LAKE ERIE POLLUTION:CT]

[1]So on the typescript; perhaps "most important natural resources" was meant.

[2]Drafted by the State Department of Health.

87 ROOSEVELT TO B. U. HIESTER, Ottawa, Illinois

[ALBANY] *June 30, 1931*

MY DEAR MR. HIESTER: I want to thank you for your letter of June 15th.[1] I am glad to have the information and the ideas which you express.

It has been our experience in New York State, that it is very difficult to stimulate private ownership to carry on reforestation on a large scale, even though provision may be made for remitting the taxes on such land.

It is true that farmers have planted several million trees in this State. A few of the lumber companies have planted a good many trees. Some private individuals have planted heavily. Our big problem, however, is to reforest several million acres of land, which is at present owned by individuals, in areas which average slightly over 100 acres in extent. The owners are nonresidents or old people in most cases. We cannot expect them to do any reforestation.

There are no private individuals or private corporations that are interested in purchasing large quantities of this land and reforesting it. After a long experience with the problem, it seems to us that it must be handled largely by the State or by some subdivision of the State. That is our reason for starting such a large movement in the purchasing of the land and the planting of trees by the State of New York, or by the counties with state aid.

The development of a rural industrial group is proceeding very fast in this State, particularly in the sections immediately surrounding manufacturing cities. There are great possibilities in this development, both from an economic and social viewpoint.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Hiester thanked Roosevelt for a copy of his speech of June 2, 1931, before the Governors' Conference at French Lick, Indiana, and stated his ideas on the best means to achieve reforestation (Group 18: Conservation).

[2]Drafted by Deputy Commissioner C. E. Ladd of the State Conservation Department.

88 *Program . . . Joint Meeting . . . New York and New England Sections of the Society of American Foresters, Held at Poughkeepsie, September 3-4, 1931*

[Excerpt][1] 13:00 P. M. *[September 3]*—Leave for James D. *[sic]* Roosevelt Estate.

3:30 P. M.—Group will be joined by Governor Franklin D. Roosevelt, who will accompany

us on a short trip over the James D. Roosevelt Estate.

4:00 P. M.—Informal address by the Governor at his home on the Estate.

The James Roosevelt Estate consists of 1,250 acres, about 450 acres of which are forest covered. It is located on the east side of the Hudson River between Hyde Park and Poughkeepsie, and is traversed by the Albany Post Road running north and south.

This area is located in the central hardwood region of the United States and is typical of the mixed hardwoods of the Hudson Valley. The leading species are red and white oak with lesser amounts of ash, hickory, maple and beech. There is an excellent old growth forest of hemlock with some hardwood.

For over fifteen years, Governor Roosevelt has been practicing forestry by keeping out fires, planting, pruning and improvement cuttings. Cordwood, poles, posts, piling and ties have been steadily produced for the local markets. A forester has recently been employed to secure data necessary for a management plan.[1]

Some of the interesting plantings made by Governor Roosevelt during the past fifteen years are easily accessible and are located to the south and west of the mansion. These plots have been numbered 1 to 5 and are briefly described as follows:

Plot 1. White pine plantation made in 1916 and pruned in the fall of 1930. It is located on a steep western and northern slope.

Plot 2. White pine and Scotch pine plantation made in 1915 and pruned in the fall of 1930. It is located at the foot of a western slope.

Plot 3. Tulip poplar plantation made in 1917 after the stock had been held in the nursery for two years. This plot was pruned in the fall of 1929 under the direct supervision of Governor Roosevelt. It is located in a little depression of good soil.

Plot 3A Tulip poplar plantation of 1928. Although it is not located on a site as good as Plot 3, it is making good growth.

Plot 4. Norway spruce plantation made in 1916. It is located on a gentle western slope at the edge of old timber.

Plot 5. White pine and red pine plantation of 1914. It was pruned in the fall of 1930. It is located along a creek bottom. The red pine is larger and in better condition than the white pine.

There are other plantings of similar age located to the east.

In the spring of 1930, the New York State College of Forestry in cooperation with Governor Roosevelt, made some experimental plantings of European larch, Japanese larch, Western yellow pine, Norway spruce, White spruce, Sitka spruce, Red pine and Scotch pine. In 1931 the following additional species were planted: Douglas fir, Japanese red pine, shortleaf pine, arbor vitae, black walnut seedlings and sprouts.

No measurements of growth have been made on any of the plots as yet because of their relatively young age.

4:30 P. M.—Leave for Poughkeepsie.

[14]

[1]This excerpt is from a sixteen-page pamphlet; the title as here printed is the complete title. No place of publication is given. With this program is a printed folder, *Forestry Practice on the Roosevelt Farm, at Hyde Park, Dutchess County, New York,* published by the New York State College of Forestry for the information of those attending the meeting.

[2]The reference is presumably to Irving Isenberg of the New York State Forestry School at Syracuse, New York, who, in July, 1931, prepared a management plan for the Roosevelt woods, "Management Plan for Kromelbooge Woods at Hyde Park, N. Y., for the Period 1931-1941." (This is a seven-page processed document.) Roosevelt expressed his pleasure with Isenberg's proposals in a letter to him of Aug. 26, 1931 (Group 24), and added: "I think it would be a good thing if sometime you could explain the whole report and work out the northern portions definitely with Mr. Plog, if you have not done this already."

89 HENRY MORGENTHAU, JR., NEW YORK STATE CONSERVATION COMMISSIONER, TO ROOSEVELT

ALBANY, *September 15, 1931*

DEAR FRANKLIN: I am sending you herewith by hand a survey which has been prepared by Arthur Hopkins for your "Grandfathers' Trust."[1]

Kindly let me know if there is anything further that I can do for you in regard to this particular land.

Yours sincerely,

HENRY

[18:CONSERVATION:TS]

[1]Hopkins, assistant superintendent of the Division of Lands and Forests in the State Conservation Department, to Morgenthau, Sept. 11, 1931, enclosing correspondence and a map relating to 10,000 acres in Oswego County, considered for acquisition by Roosevelt as a "Grandfathers' Trust." (Roosevelt had previously referred to his plan as a "Grandchildren's Trust.") Hopkins advised against purchase of the tract because there was little land suitable for reforestation in the area and because the wooded area had been recently cut over. He believed other tracts of second-growth forest, more suitable for Roosevelt's purpose, could be found.

90 ARTHUR S. HOPKINS, CHAIRMAN, NEW YORK SECTION, SOCIETY OF AMERICAN FORESTERS, TO ROOSEVELT

ALBANY, N. Y., *September 28, 1931*

MY DEAR GOVERNOR ROOSEVELT: The Executive Secretary of the Society of American Foresters, who was present at the joint meeting of the New York and New England Sections on your estate at Hyde Park, has requested me to ascertain if it would be possible for you to incorporate the substance of the excellent talk you gave us at that time in a short article of approximately 500 words, for publication in the December *Journal* of the Society.[1]

This *Journal,* as perhaps you know, is the only technical forestry journal published in this country and is read almost from cover to cover by the entire professional group. Such an article might well be built around the two points you emphasized, that of the development of cooperative organizations among groups of small forest owners and the need of greater concentration on the part of practicing foresters to the marketing end of forestry.

The suggestion has also been made that you are eligible for Associate Membership in the Society as "having shown a substantial interest in forestry and having participated in its advancement." At present the Society has only fifty such Associate Memberships scattered throughout the United States. If you would care to accept affiliation with the Society under this grade of membership, I will be very glad to propose your name to the New York Section for endorsement.

Very truly yours,

ARTHUR S. HOPKINS

[18:CONSERVATION:TS]

[1]This talk, delivered from the front porch of the Roosevelt home in Hyde Park, was extemporaneous; nothing is known of its contents except a brief summary made later by Roosevelt (see *post,* 100). His audience was evidently impressed by his speech, however, for afterward one of the foresters asked Hopkins whether he or William G. Howard (then director of the Division of Lands and Forests in the New York State Conservation Department) had written it (Hopkins to the Franklin D. Roosevelt Library, May 3, 1954).

91 SPEECH BY ROOSEVELT TO THE CITIZENS OF THE STATE OF NEW YORK, October 26, 1931

[Excerpt] In accordance with custom I am giving my personal views to the voters of the State on the 6 Amendments to our Constitution on which a referendum will be held on Election Day this year . . .

I come now to an amendment which I regard as of the very greatest importance to the people of this State. This is Amendment No. 3, the reforestation amendment. There has been a great deal of discussion of it and there seems to be some confusion as to just what it means, but after all it is a simple proposition. The amendment puts before the people for their approval a program for the reforestation of idle and unused land in the State—land that is classed by soil experts as useless for agricultural crops because it can not be cultivated profitably in competition with the good lands of this State and other States.

Surveys have shown that there are close to four million acres of this kind of poor land in the State—land once used for farming but now out of use; and these poor, hilly farms are being abandoned at the rate of a quarter of a million acres a year. But the one way in which this land can be used profitably is in the growing of forest trees. The reforestation program embodied in Amendment No. 3 proposes that the State shall buy a million or more acres of this abandoned land and put it to work.

We are just beginning in this country to wake up to the fact that we need timber and that we need to think of the future. For centuries European countries have been renewing and caring for their forests so as to get the maximum of benefit from them. They treat timber as a crop. We treat our timber resources as if they were a mine, from which the ore can be taken once and once only. The United States is using timber today four times as fast as it is being grown. In New York State, the largest consumer of timber of all the States, we are using it twenty times as fast as we are growing it. We have to haul the bulk of our supply from distant States in the west at a cost of forty million dollars ($40,000,000) a year for freight—and even that supply is not going to last forever.

So there is the situation. We have plenty of abandoned farm land on which timber can be grown profitably. We need the timber and will need it more urgently as time passes. Shall we

not put this idle land to use to produce it? And incidentally shall we not give employment to many people in the work of planting and caring for these young trees.

New York State, because of its great area of land suited for growing trees and its need of timber, should *[5 min]*[1] logically lead other States of our Country in this form of intelligent utilization of soil resources. Efforts have been made in this State to encourage reforestation by individuals and communities and counties. The State has been growing in its nurseries young forest trees for planting which have been sold at cost and State aid has been granted for county forests. But the results accomplished have been small in proportion to what needs to be done.

So a commission of eleven, four chosen by the Temporary President of the Senate, four by the Speaker of the Assembly and three by the Governor, of which Senator Hewitt was made chairman, started to study the question in 1928. The Commission unanimously worked out what is known as the enlarged reforestation program, which is embodied in Amendment No. 3. This amendment was first passed by the legislature of 1930 and then by the legislature of 1931 and I am happy to say that it was considered on a perfectly non-partisan basis, both Republicans and Democrats, leaders and rank and file, giving it their support. Senator Hewitt, who has given his time devotedly for several years to studying and working for reforestation, is here tonight to join me in urging you to vote for this amendment.

Now just what does the amendment propose to do? In the first place it sets up a schedule of appropriations which the legislature is directed to make over a period of eleven years. The appropriations begin at one million next year and rise gradually each year until they reach two millions. By the way, one million is only 1/3 of 1% of the State's annual expenditures. The aggregate sum to be appropriated in eleven years is nineteen million dollars. This program, it is estimated, means that not less than a million acres of abandoned farm land and probably considerably more, can be bought and reforested. The small start already made indicates plainly that this result can be achieved.

We are asked why it was thought necessary to include this fixed schedule of appropriations in the amendment. The answer is that it was partly for the sake of obtaining the express approval of the people of the State on the whole program and more definitely for the sake of assured continuity. We must provide nurseries next year for trees to be planted four or five years later. We must obtain land by contract and give time for careful examination of titles before taking possession and planting it. Our whole plan of operations must be suited to the size of the job we have to do. The work can't be done in hand-to-mouth fashion.

The principle is not new. We have in the last few years morally committed future legislatures to spend specific sums for important social projects. Examples of this are the amendments to the constitution approved by vote of the people, one of them calling on the legislatures for ten years running to issue bonds and to spend ten million dollars ($10,000,000) each year or a total of one hundred million ($100,000,000), for parks, schools, hospitals and other public improvements; the other was the amendment practically telling the legislature to spend, from time to time, up to a total of three hundred million dollars ($300,000,000) for the elimination of grade crossings. This year's proposal is a drop in the bucket in comparison with those other two. By the same token, when the Friedsam Act for increased State aid to public schools was enacted a few years ago, the legislature morally bound future legislatures to constantly increasing appropriations, for education, running to a vast sum. Under this Act this State aid to education has risen from forty-three million dollars ($43,000,000) in 1925 to one hundred and ten million dollars ($110,000,000) in 1931. This sum of one hundred and ten million dollars ($110,000,000) means spending each year 5-1/2 times the total which it is *[10 m]* proposed to put into the reforesting of abandoned lands over a period of eleven years. It is true that these Constitutional Amendments and the Friedsam Act were in form permissive to

future legislatures, but I am frank and clear in saying to you that each succeeding legislature and every member thereof would not dare to go against the expressed will of the people.

Let me clear up once and for all any doubt or fear that the splendid Adirondack or Catskill forest preserves are in any possible danger or are even affected. There is confusion over two wholly different kinds of land.

Please draw a mental picture: sixteen great counties of the State— 12 of them lying between the Mohawk and St. Lawrence and extending from the Vermont line to past Utica, the other four extending from just south of Albany and the Hudson River over to the Pennsylvania line. These sixteen counties are known as forest preserve counties. They contain over 1/3—nearly 1/2—of all the land in the State.

Within these sixteen counties lie two inner areas, one known as the Adirondack Park and the other as the Catskill Park. These inner areas are bounded by what is known as the blue line. Within this blue line not one stick of timber can be cut from State land and not even a twig can be removed, and Amendment No. 3 absolutely reaffirms this State policy in language identical with that used in the Constitution at the present time.

What, therefore, does the amendment accomplish? Outside of the Adirondack and Catskill Parks, but still within these sixteen counties, lies 1/4 of all the idle land in the State—not timber land but abandoned farm land.

Under the existing Constitution any trees planted on this abandoned farm land would be locked up forever and could not be used for the future benefit of the people of the State. All we seek to do is to put this abandoned farm land to work, including not only the abandoned farm land in the outer margins of the sixteen forest preserve counties but similar land throughout the State.

Heretofore our conservation policy has been merely to preserve as much as possible of the existing forests. Our new policy goes a step further. It will not only preserve the existing forests but create new ones.

I want every man, woman and child in this State to understand this simple point. This amendment does not affect a single acre in the Adirondack or Catskill parks or a single acre now owned by the State in the sixteen bordering counties. Every one of these acres and any future acres to be acquired in the Adirondack or Catskill parks will be guarded against cutting just as jealously as hitherto. You can take my solemn word for that. What we do seek is to buy abandoned farms outside the Adirondack and Catskill parks and to make these now useless acres produce a splendid crop of trees for the use of our grandchildren. Remember that these tiny trees will not come to maturity for two generations and in the meantime every year we waste by failing to plant means a greater shortage of timber.

We will not have to look to the distant future for all the benefits to men, women and children which will flow from this policy. There will be immediate gains. The young forests will clothe what is now barren ugliness with the beauty of new growth. They will serve to prevent soil erosion and floods. They will contribute to purifying water supplies. They will be used for public hunting areas and for the propagation of game. ~~Already 20,000 acres of the areas planted in the last two years have been thrown open by Conservation Commissioner Morgenthau for this purpose.~~

There will be still another gain which warrants the prediction that this nineteen millions will be returned to us many times over. These areas of unfit land now call upon the taxpayer for money to support roads and little one-room schools. They draw upon the consumer's purse for the expense of electric light and telephone lines. They default in their tax payments.

Remember please that land and its proper use is, in the last analysis, still the basis of the prosperity of a State. I want to build up the land as, in part at least, an insurance against future depression. *[15 min]*

Thus it seems to me that reforestation as proposed in Amendment No. 3 is a sound business policy and represents besides a moral duty which we owe to ourselves, our State and our children. I ask your support of this amendment.[2]

[SPEECH FILE:T]

[1]"Five minutes." This and the succeeding notations are in Roosevelt's hand; they were written on the margin of the reading copy as a guide in the reading of the speech over the radio. (Brackets are supplied.)

[2]This radio speech (broadcast at 6 P. M. from New York, Schenectady and Buffalo) was in reply to one made by former Governor Alfred E. Smith in Tammany Hall on Oct. 14, 1931. In this Smith attacked the reforestation amendment because it committed the legislature to the expenditure of a large sum of money for a specific project before it could be demonstrated that the project would be successful, and because it would open the Forest Preserve to lumbering. In a statement of Oct. 22, 1931, Smith said the amendment was unnecessary: the state was already acquiring lands for timber production outside the Forest Preserve (New York *Times*, Oct. 16, 23, 1931, pp. 21, 4 respectively). The *Times* said Smith's opposition to the amendment was resented by Roosevelt's friends because they regarded it as an indication that Smith intended to take all possible measures to keep Roosevelt from getting the Presidential nomination (Oct. 23, 1931, p. 4). A statement by Roosevelt, other administration leaders, and the majority and minority leaders in the legislature, in support of the reforestation amendment, was issued Nov. 1, 1931 (Group 18: Conservation). This repeated, more briefly, the arguments made in this speech.

The amendment was adopted by a majority of over two hundred thousand. Roosevelt was generally credited with its success at the polls; a typical expression was that of Dr. Lindsay Rogers of the Faculty of Political Science of Columbia University who, in a letter to Roosevelt of Nov. 6, 1931 (Group 12), said that when allowance had been made for every other factor, "the approval of the reforestation amendment can be attributed only to your advocacy of it."

92 ROOSEVELT TO MADISON GRANT, PRESIDENT, BOONE AND CROCKETT CLUB, New York City

[ALBANY] *October 28, 1931*

DEAR MR. GRANT: The point raised by you in your letter of October twenty-first coincides with my own view exactly.[1]

You and I, of course, know that Amendment #3 does give the same complete protection to all the land within the Adirondack and Catskill Park lines and to all Forest Preserve lands outside the parks as is given at present. In other words, all these areas will be forever immune from the sale or removal of timber.

Honorable Henry Morgenthau, Jr., Conservation Commissioner, has covered this point in several of his statements for newspaper publication and the Reforestation Commission is also putting out literature covering it, but in addition to that I recently made a Radio Address on the subject of Amendments and in that address I stated very definitely and with all the force at my command that the Parks and the Forest Preserve are fully protected under the terms of the Amendment. I enclose a copy of that address which you may be interested to read.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Grant called attention to Smith's speech of Oct. 14, 1931 (see note above) and urged Roosevelt to make a statement reassuring the people on the protected status of the forests within the Forest Preserve (Group 18: Conservation).

[2]Above.

93 F. A. ANDERSON, EXECUTIVE COMMITTEE, MISSISSIPPI FORESTRY ASSOCIATION, TO ROOSEVELT

GLOSTER, MISS., *November 5, 1931*

DEAR GOVERNOR ROOSEVELT: I am taking the liberty to enclose herewith a plan I submitted to the Government sometime back in regard to relieving unemployment and perpetuating forest growth. The reason why I took the liberty to send you this is because I saw in the paper your plan of establishing a plan of this kind was adopted by the people and I wish to take this opportunity to congratulate you on this wonderful forward advancement and I am hoping that our state and a great many other states will follow in your footsteps.[1] This forward step is the salvation of the farmer in the rural district. Nonproductive lands have to be carried and paid for by the community in which they exist when the cities and towns have the advantage of their products without cost of maintenance, therefore, your plan of distributing this cost over your entire state is to be highly recommended and I wish to offer my congratulation upon your program and also upon its success.[1]

I am, Yours truly,

F. A. ANDERSON

[24:TS]

[1]The adoption of the New York State reforestation amendment.

[2]Anderson, manager of the Gloster Lumber Company, enclosed a two-page mimeographed "Plan for Relieving Unemployment and Perpetuating Forest Growth." This proposed the purchase by the Federal Government of 1,000,000 acres of cut over forest land in each of the thirteen southern states; in each state 40,000 unemployed men would be enlisted by the Army in a "Forest Reserve Department" for a six-months period of service under Army regulations. They were to be paid thirty dollars a month and their maintenance. After building their own quarters they would construct and maintain forest roads, trails and firebreaks, remove weed trees and in general practice forest management. Anderson saw an army of young men rehabilitated, "game and fish . . . replenished, timber, pulp wood, and ties produced, floods regulated." Forest practices in the South would be advanced by the example thus set.

Anderson's letter was sent to Harry L. Hopkins, head of New York State's Temporary Emergency Relief Agency; the reply copy is missing. Resemblances of the plan to the Civilian Conservation Corps are interesting as are those found in a somewhat similar proposal sent to Roosevelt by Francis Cuttle, chairman of the Tri-Counties Reforestation Committee of California, in a letter of Oct. 23, 1931 (Group 18: Conservation). Cuttle enclosed a pamphlet entitled *Conservation of Natural Resources, Unemployment and Crime,* issued by the Tri-Counties Reforestation Committee at Riverside, California, September, 1931. This proposed the placing of unemployed men in forest camps with payment at a dollar a day and maintenance, a plan, according to the pamphlet, "consistently advocated" by the committee since its organization in 1907 to further a comprehensive conservation plan for Orange, Riverside and San Bernardino counties. See Roosevelt to Butler, Aug. 15, 1932, *post,*

94 RICHARD T. ELY, DIRECTOR, INSTITUTE FOR RESEARCH IN LAND ECONOMICS AND PUBLIC UTILITIES, TO ROOSEVELT

NEW YORK, N. Y., *November 11, 1931*

DEAR GOVERNOR ROOSEVELT: Our associations in the past in the American Construction Council have been so pleasant that I feel moved to write to you and to tell you that I am delighted with what you are doing in New York State to establish sound land policies.[1] I was particularly pleased that the Amendment to the Constitution with respect to forestry which you advocated was successful in receiving endorsement at the polls. My conviction is that the absence of sound land policies in nation, state, and city is largely responsible for our present depression. This depression began for the farmer 10 years ago and now has spread to the cities. The reasons are similar in both cases,

The kind of plan that we need to lessen the number of depressions like the present one and to lessen the severity of depressions when they come is one that will bring land into right uses. The plan, however, must take in the urban land as well as other kinds of land. Land uses are not everything but they are fundamental. Wrong uses of land leading to unsound estimates of value are responsible not merely for the misery of land owners but also are responsible for the losses of others, especially of banks. This, of course, is well known to you.

The trouble with most plans for the future is that they are too complicated. It is a comparatively easy matter to plan out the uses of land. In doing this we are simply getting into line with forces that are already in operation. We need to push forward and expedite the operation of these forces.

What you have done, in my judgment, is a real contribution to relief although, I fear, not adequately appreciated.

I have written at greater length than I intended. I know you are a very busy man but if you could find time for a conference I should be very happy to present to you in more detail the ideas that I have. In the meantime I am sending to you with my compliments a copy of my book *Hard Times—The Way In and the Way Out.*[2]

Yours sincerely,

RICHARD T. ELY

[Notation: A] Mr. Gaston Prep reply[3]

[18:CONSERVATION:TS]

[1]The American Construction Council, organized in 1922, sought to bring about the cooperation of the members of the construction industry for their common advantage. Roosevelt was president of the council from 1922 to 1928; Ely was chairman of its Committee on Economic Relations of Construction (Roosevelt to Charles F. Abbott, Oct. 24, 1925; Ely to Roosevelt, May 9, 1928, Group 14). In his letter to Abbott, Roosevelt referred to Abbott's association with the council, "which was organized by Secretary Hoover and myself."

[2]New York: Macmillan, 1931.

[3]Answered *post*, 98.

95 ROOSEVELT TO E. M. STANTON, M. D., Schenectady, New York

[ALBANY] *November 16, 1931*

DEAR DR. STANTON: Your letter of October 31st is the only one from an opponent of Amendment No. 3 which I have received, which clearly and fairly states possible objections to the amendment.[1]

I like particularly your statement that the "decision for or against seems to depend largely upon whether or not one has such unbounded faith in the mortal and constantly changing personnel of state departments as to grant to these mortals . . . permission to do things good or bad according to their varying judgments from time to time."

Practically every article and every amendment in the Constitution is open to the same kind of objection. I really believe that during the next year we shall get the work of reforestation started on such an eminently right basis that the right policy will continue to be followed during the following ten years. In any event, I hope you will keep in touch with the actual work and if you see anything going wrong, let me know.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Stanton objected that there was nothing in the amendment to prevent the Conservation Department from buying forested land and lumbering it to make it reforestable or negotiating to purchase land for reforesting as soon as lumbered (Group 18: Conservation).

96 ROOSEVELT TO MAYOR CHARLES E. ROESCH OF BUFFALO

AT WARM SPRINGS, GEORGIA, *November 25, 1931*

DEAR MAYOR: I have received under date of October thirtieth, from Mr. Edward H. Lemme, city clerk, a certified copy of a resolution, adopted by your common council, in which I am petitioned to defer official pressure for a project of sewage disposal involving an expenditure of some $30,000,000. I have discussed this matter with Dr. Parran[1] and we are agreed that it would not be wise nor desirable to defer action entirely at this time.

Some 16 communities in the vicinity of Buffalo have already constructed plants for the treatment of their sewage. There are nine remaining municipalities, including Buffalo, now causing pollution of Lake Erie and the Niagara River. Prior to the hearing in the Executive Chambers on July 10, 1931, some of these communities indicated their desire to cooperate in the construction of sewage treatment plants and the elimination of the pollution of lake waters. Since the hearing other communities have indicated that favorable action will be taken, and in two instances expenditure of funds has been authorized. The general attitude among these communities seems to be, however, that they should not be required to construct sewage treatment plants until Buffalo provides for the disposal of its sewage.

The discharge of sewage from Buffalo is a constant danger and menace not only to the residents of Buffalo but also to the people of adjoining communities, notwithstanding statements to the contrary in the resolution adopted by the common council. Conditions were apparently so bad during the past summer that the Health Commissioner of your city found it

necessary to prohibit bathing in certain sections of the river. Since several municipalities below Buffalo rely upon the Niagara River for public water supplies, the increasing pollution of the river by your city constitutes a serious menace to these supplies.

It is neither my desire nor Dr. Parran's to impose any great financial burden upon your city. We do feel, however, that it is impossible to permit further delay and that the city should adopt a progressive program which will eventually mean the construction of a complete sewage treatment plant. Action by the city to adopt such a program would advance considerably the general program for the removal of pollution from Lake Erie and the Niagara River. It is my request, therefore, that you submit plans for the treatment of the sewage of the city to Commissioner Parran for approval as soon as possible, and that after an opportunity has been had for him to examine these plans a conference be arranged in order that a definite progressive program can be agreed upon.

I would appreciate early advice from you as to when you can submit such plans for approval.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:LAKE ERIE POLLUTION:CT]

[1]Thomas Parran, State Health Commissioner, 1930-36; United States Surgeon General, 1936-48.

97 ROOSEVELT TO JAMES C. LANGLEY, INDUSTRIAL COMMISSIONER, UNITED SONS OF ALASKA, Seattle

WARM SPRINGS, GEORGIA, *November 30, 1931*

MY DEAR MR. LANGLEY: I write to acknowledge your letter of November 12th and to thank you for the flattering allusions therein.[1]

The problem of the proper care and handling of Alaska's timber wealth is one of which I hope to make myself more fully informed than I am at present, as it seems to me a part of the general problem of the care of our forest assets in which we are just now greatly interested in this State. Our own preoccupation, as you probably know, is with restoring a portion of the great timber wealth that we once had. The proper preservation and intelligent use of our timber resources certainly deserves a far sighted policy free of political motive. It is an ideal that we have been striving to attain in New York.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Langley said that he hoped Roosevelt would, when elected President, permit the exportation of timber legally cut in the national forests and on the public lands of Alaska (Group 18: Conservation).

98 ROOSEVELT TO RICHARD T. ELY, DIRECTOR, INSTITUTE FOR RESEARCH IN LAND ECONOMICS AND PUBLIC UTILITIES, New York City

AT WARM SPRINGS, GEORGIA, *November 30, 1931*

MY DEAR MR. ELY: I am writing briefly to thank you for your letter of November eleventh, and to say that I hope we shall both find an opportunity to meet before very long and to discuss this matter of proper use of the land in which, as you know, I am very deeply interested.

I shall read your book with pleasure and interest.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]*Hard Times—The Way In and the Way Out* (New York: Macmillan, 1931).

99 ROOSEVELT TO HELEN E. CROSBY, New York City

AT WARM SPRINGS, GEORGIA, *December 5, 1931*

MY DEAR HELEN:[1] You probably know of my interest in the woodlands on our place at Hyde Park. This leads me to believe that you and others may be interested in the further development of our local woods.

In order to handle properly the woodlands of Dutchess County and vicinity, it has been proposed that the owners who do not feel they have a sufficient area to justify a trained forester might join together in a group effort to manage, plant and profitably utilize the forests.

In cooperation with Dean Baker of the State College of Forestry at Syracuse, I have proposed that those of us in this section who would like to manage their woodlands either for profit or their aesthetic values, or perhaps both, should join together and employ a trained forester who could handle our woods properties to our financial or pleasurable advantage.

It is proposed to have Professor Nelson C. Brown of the College of Forestry at Syracuse call upon you to discuss the plan if you feel you would be interested. Please let me know if this thought appeals to you and if you would like to discuss it with Mr. Brown.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[14:CT]

[1]Helen Crosby was the daughter of Maunsell S. Crosby, ornithologist friend of Roosevelt. The Crosby estate was south of Rhinebeck.

[2]This letter, drafted by Nelson C. Brown, was sent to about twenty-five of Roosevelt's neighbors (Brown to Roosevelt, Nov. 11, 1931; Roosevelt to Brown, Dec. 5, 1931, Group 14). The following summer Roosevelt wrote to Vincent Astor concerning forestry problems on the latter's estate (also near Rhinebeck), "We are going ahead with the hiring of a forester to advise all of us along the River and the cost to each individual land owner will be very low" (June 27, 1932, Elliott Roosevelt, ed., *F. D. R., His Personal Letters,* New York: Duell, Sloan and Pearce, 1950, III, 286). No further mention of this project has been found, and it presumably was dropped when Roosevelt could no longer give his attention to it.

100 ROOSEVELT TO ARTHUR S. HOPKINS, CHAIRMAN, NEW YORK SECTION, SOCIETY OF AMERICAN FORESTERS, Albany

WARM SPRINGS, GA., *December 5, 1931*

MY DEAR MR. HOPKINS: I put off writing you before this in the hope that I could find time to reconstruct for you what I said at the Forestry meeting at Hyde Park.[1] This is difficult but, as you know, the general gist was along two lines.

First, that Foresters should work out some constructive plan by which wood lot owners over a given territory could pool their wood lot land in units of 10 or 15 or 20 thousand acres and place the management jointly under a Forester for the purpose of proper development, planting, and cutting. I am glad to say that under Professor Brown of the Syracuse College of Forestry we are starting this experiment in Dutchess County this winter.

Secondly, I spoke of the obligation of Foresters to work out the problem of local marketing for wood lot owners, on the general theory that the owners of wood lots running from 20 to 500 acres are not in a position to find a local market for their trees which come to maturity.

It would give me real pleasure to become an Associate Member in the Society of American Foresters for I know what splendid work you are doing.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]*Ante,* 88.

101 ROOSEVELT TO LUCIA TEMPLE, APPALACHIAN MOUNTAIN CLUB, New York City

[ALBANY] *January 25, 1932*

DEAR MISS TEMPLE: Mr. Cross has handed me your letter of January fifth on the subject of Mount Taurus.[1]

When it first came to my attention that quarrying operations were about to be started there I took steps to see if something could not be done immediately to prevent this defacement of Hudson River scenery.

At my request, transmitted through Henry Morgenthau, Jr., Conservation Commissioner, Chairman Robert Moses of the State Council of Parks appointed a committee of which Major W. A. Welch, Chairman of the Interstate Park Commission, was Chairman, to negotiate with the Hudson River Stone Corporation and to see if funds could not be raised by public subscription to acquire the property.

The Committee at once undertook these negotiations and for a time there seemed a good prospect of success. Finally, however, the Committee and officers of the Hudson River Stone Corporation were unable to agree on terms and I am now informed that quarrying operations are actively under way.

It seems that the only possible procedure is through exercise of the right of eminent domain which would require a supporting appropriation by the Legislature. Inasmuch as the construction work of the Stone Corporation is reported to be well advanced I fear that such an appropriation would have to be a large one and I doubt that the Legislature would look with favor upon it in view of the present needs for the ordinary purposes of Government.

I shall, however, ask for further report as to how much expenditure might be required.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Miss Temple, secretary *protem* of the New York City chapter of the Appalachian Mountain Club urged, on behalf of the chapter, that the legislature appropriate funds for the purchase of Mount Taurus. She said that the New York City outing clubs had been told by the State Conservation Department that money was available for this but they had learned that this was not the case (Group 18: Taurus Mt.)

102 ROOSEVELT TO HENRY MORGENTHAU, JR., NEW YORK STATE CONSERVATION COMMISSIONER, Albany

[ALBANY] *February 10, 1932*

MY DEAR COMMISSIONER: I have received some inquiries regarding the proposed amendment to Section 7 of Article VII of the State Constitution (known as the Porter-Brereton amendment) and it seems desirable that in the near future I should express an opinion as to the advisability of this amendment and the need for it.[1]

I notice that the amendment would permit the legislature to authorize separately projects for the development of additional recreational facilities in the forest preserve under the general limitation that they shall be "not inconsistent with the general wild forest character" of the preserve; that these developments are to be made at the expense of the State and that they are to be maintained by "public moneys of the State, a county or town, or of two or more of them," and also that "reasonable charges" for the use of these facilities, for the purpose of augmenting maintenance funds, would be permitted.

I find this further provision in the amendment: "Nor shall anything contained in this section be construed to prevent any measures necessary to protect the forest preserve against fire, nor to prohibit the making and maintenance of paths, trails, camp-sites and camping facilities designed to render the forest preserve more accessible and useful to the public, including the necessary clearings of timber therefor, nor to prevent the widening, straightening or improvement of existing public roads in the forest preserve."

The lands owned by the State constituting the forest preserve are now, by law, placed directly in the care of the Conservation Department.

I am aware that your Department now maintains a fire protection service in the forest preserve and further that, under the limitations of the Constitution as it now stands, a very considerable development of the preserve for recreational uses has taken place and that plans are being made for still further development. Because of the intimate knowledge of conditions in the forest preserve possessed by you and others in your Department, I should like your advice on certain questions which are likely to determine my attitude toward this amendment:

(1) Do the present provisions of the Constitution permit your Department to maintain an adequate fire protection service in the forest preserve?

(2) Do the present provisions of the Constitution as interpreted by the Attorney General and the Courts, now permit your Department to maintain and develop such recreational facilities "as are not inconsistent with the general wild forest character of the forest preserve"?

(3) Is an amendment to the Constitution necessary to permit adequate improvement of existing roads in the forest preserve?

(4) Do you regard it as consistent with the purposes for which the forest preserve was created and otherwise desirable that counties and towns should be permitted to operate in the forest preserve such additional recreational facilities or amusement enterprises as appear to be contemplated by this amendment?

I should appreciate an early reply setting forth your views on these questions so that I may be guided thereby.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] Prepared by HM, Jr

[18:CONSERVATION:CT]

[1]The Porter-Brereton "recreation amendment" would have permitted the legislature to authorize the construction in the Forest Preserve of such public recreational facilities as were not inconsistent with its wild forest character. It was opposed by conservation groups on the ground that under its language almost any kind of commercial development would have been permitted, thus nullifying the existing law which maintained the Forest Preserve as a wilderness area. The proposed amendment was defeated by almost eight hundred thousand votes.

103 HENRY MORGENTHAU, JR., NEW YORK STATE CONSERVATION COMMISSIONER, TO ROOSEVELT

ALBANY, *February 17, 1932*

MY DEAR GOVERNOR: Your letter of February 10 asks certain questions as to the powers of this Department in the control and development of the Forest Preserve for your guidance in forming opinion as to the merits of the proposed amendment to Section 7 of Article 7 of the State Constitution. Your several questions and my replies thereto follow:

1. Do the present provisions of the Constitution permit your Department to maintain adequate fire protection service in the forest preserve?

Yes. That is expressly stated to be permissible in the opinion of the Court of Appeals in the case of the *Association for the Protection of the Adirondacks* vs. *Alexander MacDonald* (253 NY 234).

2. Do the present provisions of the Constitution, as interpreted by the Attorney General and the Courts, now permit your Department to maintain and develop such recreational facilities "as are not inconsistent with the general wild forest character of the forest preserve"?

Yes. Under the Constitution as it now stands and as it has been interpreted by the Courts the

forest preserve has been developed for recreational uses which are enjoyed by many thousands of persons annually without destruction or interference with the actual wild forest character of these lands. The word "general" as used in the phrase "the general wild forest character of the forest preserve" in the proposed amendment seems to open the way to developments which in various localities would infringe upon the "wild forest character" of these particular localities and might result in grave abuses.

3. Is an amendment to the Constitution necessary to permit adequate improvement of existing roads in the forest preserve?

No. The Constitution now permits improvement of existing roads where such improvement does not involve removal of timber from State lands to any material degree.

4. Do you regard it as consistent with the purposes for which the forest preserve was created and otherwise desirable that counties and towns should be permitted to operate in the forest preserve such additional recreational facilities or amusement enterprises as appear to be contemplated by this amendment?

No. The amendment seems to me to be so broadly worded as to permit recreational developments which would destroy the essential wild forest character of the forest preserve. It would seem also to be unwise for the State to relinquish its complete control and protection of the forest preserve and to permit subordinate units of government to participate in recreational developments within it. The policy of the Conservation Department has been to develop the forest preserve for such uses only to such extent as will not infringe upon its character as natural wild forest. The proposed amendment obviously contemplates developments which would constitute a fundamental change in this policy.

HENRY MORGENTHAU, JR.

Sincerely,

HM/HEG/MCH

[18:CONSERVATION:TS]

104 ROOSEVELT TO HUGH P. BAKER, CHAIRMAN, NEW YORK SECTION, SOCIETY OF AMERICAN FORESTERS, Syracuse

[ALBANY] *March 9, 1932*

DEAR DEAN BAKER: I notice that by a coincidence your letter of February twentieth about the Porter-Brereton amendment was written just the day after I made a speech at Ithaca expressing my opposition to the amendment on the same grounds as those expressed by you and the Society of Foresters.[1]

I am happy to find that we are in complete agreement and I am hopeful that the voting public will view the matter in the same light.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Baker, referring to Roosevelt's "keen interest in a forward-looking program for forestry in the State," said that foresters opposed the amendment because it would not place the proposed recreational development under the Conservation Department, and because that department was already doing excellent work in developing recreational facilities of a sort permissible under the Forest Preserve law (Group 18).

For the Ithaca speech (made during Farm and Home Week at Cornell), see *Public Papers of Governor Franklin D. Roosevelt, 1932,* pp. 558-561.

105 MILBURN L. WILSON, HEAD, DEPARTMENT OF AGRICULTURAL ECONOMICS, MONTANA STATE COLLEGE, TO ROOSEVELT

BOZEMAN, *March 11, 1932*

DEAR GOVERNOR ROOSEVELT: We have in this state a land economics seminar composed of the representatives of the different state departments and general organizations such as the Bankers' Association, State Farm Bureau, State Chamber of Commerce, range sheep and livestock associations, etc., which meet about four times a year for discussion of land utilization within the state. I am Secretary of this round table and endeavor to supply each member prior to our meetings with the best material dealing with land utilization that I can find.

We believe that the little pamphlet by Governor Roosevelt *Acres Fit and Unfit* is a classic in its line. I wonder if you could supply me with 40 copies which I could supply each member of this land utilization round table. Also if you could supply me 40 copies of any type of information regarding the New York program for the repurchase and reforestation of submarginal lands. I am also including, herewith, a list of the County Agricultural Extension Agents in Montana and would appreciate, if your supply permits, sending a copy of Governor Roosevelt's pamphlet to each.

You may be interested in knowing that Governor Roosevelt is held in the highest esteem by the citizens of Montana and those of our farmers and Farm Bureau people who are familiar with his ideas with reference to land utilization are very heartily in sympathy with him.

Very truly yours,

M. L. WILSON[1]

[Notation: A] 40 copies sent, also 1 copy of 1931 message

[12:TS]

[1]Wilson became Under Secretary of Agriculture in the Roosevelt Administration.

106 ROOSEVELT TO C. O. BRANNEN, HEAD, DEPARTMENT OF RURAL ECONOMICS AND SOCIOLOGY, UNIVERSITY OF ARKANSAS, Fayetteville

[ALBANY] *March 29, 1932*

DEAR DOCTOR BRANNEN: Replying to your letter of March fourteenth I am enclosing a copy of an address I made last year on land utilization.[1] There is no one law to which I could point at embodying New York State's land program. Probably the most interesting feature of the land policy of this State is its reforestation program.

We already have approximately 2,200,000 acres of mountain forest in the State Forest Preserve. In addition to that the State is now acquiring abandoned farm land for planting State production forests.

A constitutional amendment adopted last year as the result of an intensive campaign calls for the expenditure of $20,000,000 over a period of fifteen years for the acquisition of land and planting of trees.[2] In addition, counties are being aided in reforestation projects by cooperative grants from the State up to a limit of $5,000 for any one county in one year.

The planting of trees on abandoned farm land has a double effect. First it puts idle acres to work in a valuable form of production, and second it removes submarginal land from potential competition with better farming land. Surveys have indicated that about 4,000,000 acres of land in the State formerly cultivated have been abandoned and this has gone on parallel with an actual increase in agricultural production in the State.

A coordinate activity to the reforestation program is the land survey of the State which is being conducted by the State College of Agriculture, through appropriations granted for this specific purpose. This is primarily a soil utilization survey and will consist of classifying all the soils of the State with regard to their most profitable use.

It is expected that the soil survey will in the future affect not only the lines of agricultural development but the location of roads, telephone and power lines, and the placing of factories.

Data gathered in the soil survey are already being utilized in the reforestation program.

I am asking the Department of Taxation and Finance to forward to you such data as is available on the subject of delinquent taxes.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:TAXATION:CT]

[1]Brannen asked for information about the "forward looking land policy" Roosevelt had initiated for New York (Group 18: Taxation). The address sent was presumably the one made at the Governors' Conference at French Lick, Indiana, June 2, 1931, published in pamphlet form under the title *Acres Fit and Unfit, State Planning of Land Use for Industry and Agriculture.*

[2]Actually, $19,000,000 had been authorized by the amendment and $1,000,000 had been previously appropriated.

107 ROOSEVELT TO GEORGE H. SHANLEY, Great Falls, Montana

[ALBANY] *April 8, 1932*

MY DEAR MR. SHANLEY: I have read your letter of March twenty-second with a great deal of interest and also your plan for a National Farm Land Program which you submitted with it.[1]

I think the idea of calling a sharp halt on further land reformation projects and of curtailing rather than increasing the areas devoted to crop production is essentially sound. New York State's program of acquiring idle land for reforestation is a practical effort in line with this theory. I shall hope to see other states adopt similar plans when the advantages to be derived

become apparent.

I doubt whether strong support could be obtained for an extensive scheme of land purchase by the Federal Government and I am inclined to believe that it is a form of activity which should probably be left to the states.

I am sorry that it will not be possible for me to see you on Monday, May second, as I shall be enjoying a brief rest at Warm Springs, Georgia, at that time.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Shanley proposed that the Government retire 100,000,000 acres of productive land to be used for reforestation, and that Government aid to irrigation projects be stopped (Group 18: Conservation).

108 ROOSEVELT TO JOHN L. WILKES, PRESIDENT, ASSOCIATED INDUSTRIES OF FLORIDA

AT NEW YORK CITY, *April 29, 1932*

MY DEAR MR. WILKES: Your letter of April 2nd enclosing a copy of your letter to Secretary Lamont, Chairman of the Timber Conservation Board, relative to the situation existing in the Naval Stores Industry in the southeast is received.[1]

I am intensely interested in the perpetuation of the forest resources of the southeast as well as elsewhere in the country and will be glad to have you call upon me while I am at Warm Springs in order that I may have an opportunity to discuss these matters with you personally.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Wilkes (his address is not given) asked Roosevelt for a statement of his willingness to cooperate in bringing before the gum producers of the Southeast "the necessity of careful planning in the development of our natural forest resources." His letter to Robert P. Lamont, March 29, 1932, urged planning for the conservation of southern forests along the lines of an interstate compact or the "Wisconsin Stabilization Plan" (Group 18: Conservation).

109 FROM ROOSEVELT'S ACCEPTANCE SPEECH, DEMOCRATIC NATIONAL CONVENTION, CHICAGO, July 2, 1932

[Excerpt][1] Let us use common sense and business sense. And just as one example, we know that a very hopeful and immediate means of relief, both for the unemployed and for agriculture will come from a wide plan of the converting of many millions of acres of marginal and unused land into timberland through reforestation.[2] There are tens of millions of acres east of the Mississippi River alone in abandoned farms, in cut over land, now growing up in worthless brush. Why, every European nation has a definite land policy and has had one for generations. We have none. Having none, we face a future of soil erosion and timber famine. It is clear that economic foresight and immediate employment march hand

in hand in the call for the reforestation of these vast areas.

In so doing, employment can be given to a million men. That is the kind of public work that is self-sustaining, and therefore capable of being financed by the issuance of bonds which are made secure by the fact that the growth of tremendous crops[3] will provide adequate security for the investment.

Yes, I have a very definite program for providing employment by that means. I have done it, and I am doing it today in the state of New York. I know that the Democratic party can do it successfully in the nation. That will put men to work and that is an example of the action that we are going to have.[4]

[SPEECH FILE:T]

[1]The text of this excerpt is that of the stenographic transcript. Other texts (Speech File) are a six-page draft, with revisions in Samuel I. Rosenman's hand, and the reading copy, with numerous revisions in Roosevelt's hand. Roosevelt departed from the (revised) reading copy in a number of places in delivering the speech; some of the more interesting of these variations (in the part here printed) are noted. The press release of the speech followed the stenographic transcript rather than the reading copy as is usually the case. This was because Roosevelt made revisions up to literally the last minute: see Raymond Moley, *After Seven Years* (New York: Harper, 1939), pp. 25-34, and Rosenman, *Working With Roosevelt* (New York: Harper, 1952), pp. 67-69. For the entire text, see Rosenman (ed.), *Public Papers*, I, 647-659.

[2]Reading copy: "wide plan of conversion of certain marginal land into timberland through reforestation."

[3]Reading copy: "growth of tree crops."

[4]Only the first six words of this sentence appear in the reading copy.

110 WILLIAM L. WILSON, CHAIRMAN, INDUSTRIAL COMMITTEE, FLORIDA STATE CHAMBER OF COMMERCE, TO ROOSEVELT

JACKSONVILLE, FLO 6, *1932 July 7*

[Telegram] Secretary Hyde's criticisms of your reforestation plans are not founded upon accurate knowledge.[1] One million men could be profitably employed in forest fire prevention work alone. There is no necessity to actually plant seedlings in most forest sections of this country. Also no danger of overproduction of forest products. We are depleting our forests now and are supplying less than forty percent of our own pulp demand. Foreign competition is gaining. Republican Party though now in power with vaunted protection policy has not prevented unfair pulp competition from countries which have purposely forsaken gold standard. Prevention of soil erosion climatic stabilization recreational and aesthetic values alone warrant large expenditure for forest protection. Your stand well taken and receiving countrywide approval.[2]

WILLIAM L. WILSON

[18:CONSERVATION:T]

[1]Secretary of Agriculture Arthur M. Hyde had attacked Roosevelt's reforestation-employment plan in a lengthy statement published in the New York *Times* of July 6, 1932 (pp. 1, 15). Challenging the claim that a million men could be put to work, Hyde said that this number could plant one billion trees in a day but that there was probably only one-fifth this number of seedlings in all the nurseries. Using the New York state forestry program, which called for the reforestation of a million acres in fifteen years at a cost of $20,000,000, as a basis of comparison, he

concluded that the number of men who could be given work nationally would be inconsequential. Ovid Butler, executive secretary of the American Forestry Association, defended the Roosevelt plan, pointing out that it would necessarily include protection against fire, insects and disease, and the building of roads, trails and telephone lines *(ibid.,* July 7, 1932, p. 13). Morgenthau answered Hyde to the same effect in the *Times* of July 8, 1932 (p. 17).

[2]Answered *post,* 121.

111 JAMES O. HAZARD, STATE FORESTER, TENNESSEE FOREST SERVICE, TO ROOSEVELT

NASHVILLE, *July 19, 1932*

MY DEAR GOVERNOR ROOSEVELT: For your information I am enclosing confidential copies of a letter recently received from Mr. Charles Lathrop Pack,[1] and of my reply to the same. No doubt Mr. Pack has circularized the entire forestry profession in an attempt to secure material with which to attack your "reforestation" program. I trust that my reply to him may be of some service to you, as it reflects my opinions which are based on twenty-one years of State and private professional forestry work. Should you desire further information, particularly with reference to forestry in the South, which I may be in position to supply, please inform me, and be assured that I shall be happy to serve you in such matters in so far as I may be able.

I was greatly pleased with your victory at Chicago, and delighted to hear your confidence-inspiring acceptance of the nomination over the radio.[2]

Wishing you great success in November, I am, Very sincerely yours,

JAMES O. HAZARD

[18:CONSERVATION:TS]

[1]Pack (1857-1937) was an early leader of the conservation movement in the United States and a distinguished forester. His statement and Hazard's reply represent the disinterested (though opposing) views of two competent professional foresters on Roosevelt's reforestation scheme.

[2]Answered *post,* 118.

112 *[Enclosure 1]* CHARLES L. PACK TO JAMES O. HAZARD

[LAKEWOOD, NEW JERSEY, *July 11, 1932]*

Confidential

DEAR MR. HAZARD: There has been a great deal of talk about Governor Roosevelt's statement in relation to forestry—how he could put a million men to work. It seems to me that if the plan was helpful or questionable as a means of emergency employment, we should do something about it one way or the other.

We have prepared the enclosed paper on the subject. I would appreciate it very much if you would go over it and give me your views. They would be helpful.

Yours sincerely,

CHARLES LATHROP PACK

[18:CONSERVATION:T:COPY]

113 ***[Enclosure 2]***

Reforestation as a Means of Emergency Employment:
Is it Really Practical or Altogether Wise?

Governor Roosevelt's proposal of a vast reforestation or tree-planting program as a means of making work for the unemployed is an official acceptance of the plan recently proposed by the American Forestry Association. Conservationists, who were at first inclined to greet it with enthusiasm, are now beginning to wonder as to whether that plan is really practical, and even as to whether it is altogether wise. Reforestation of denuded areas, unsuitable for agriculture and not likely to promise any sort of valuable tree crop without artificial planting is, of course, a fundamental theory. The United States Forest Service can pretty definitely designate such areas within the National Forests, but few of them is so located as to render practical the use of labor from the regions where unemployment is most serious. The organization of a mobile army of laborers would require transportation, housing and feeding on a prohibitive scale. Furthermore, forest thinning and planting require a high degree of trained supervision. The most effective work could be done by employing local labor under the supervision of fully and efficiently organized forest officers and rangers. To bring this about, it would be necessary, first, to rebuild the already impaired organization of the Federal and State Forest Services, work out a well considered plan, determine problems of soils and species, and grow the necessary seedlings. Authorities who are not now fully in agreement nevertheless inform us that a tree seedling must be two or three years old to stand the rigors of being set out under the adverse conditions and competition of nature and left to shift for itself.

Forest thinnings to remove less desirable species and promote the more rapid growth of the desirable trees are needed almost everywhere, but here again experience shows that one trained forester is required for every two or three common laborers.

Reforestation by tree planting can well be applied to sub-marginal agricultural land—abandoned farms and the like. But here we are confronted with new difficulties. First, how is this land to be secured for wholesale planting. Is it to be purchased by the State? Who will supply the money for such purchase? New York State spent three years in intensive survey work before embarking upon a program of this nature. That program was justified not purely on the basis of an investment in economically valuable forests, but as a means of solving an idle land problem and removing many thousands of acres from agricultural competition. The need of blocking up the new state land ownership for future administration purposes, for recreational value and the like, was also taken into consideration. New York, Pennsylvania and a few other states have some plans and are going ahead on this basis. Several of the Lake States now have land surveys under way. But how much actual additional work for laborers would be arranged for even in these advanced states by the sudden availability of large sums for reforestation?

Governor Roosevelt made the statement in reference to his national reforestation plan as a remedy for unemployment that "this is the kind of work that is self-sustaining and, therefore, capable of being financed by the issuance of bonds which are made secure by the fact that the growth of tremendous crops will provide adequate security for the investment."[1] Would that this were altogether true. As regards some forest thinnings, as regards the artificial planting of some areas within natural forest boundaries, it probably is true. But can the forestry leaders

of America honestly assure us that it is generally the fact? We are afraid not. Experts in forest soils hold out very meager hopes with respect to plantations made on the exhausted soil of abandoned farm lands. They tell us that the first crop of trees on such soil probably won't amount to much commercially—if they have any commercial value at all. The first crop may be merely a nurture crop—the first step in restoring the soil to productivity, just as the farmer may plant vetch or alfalfa and plow it under in the green state to improve the soil. As a soil improver that first crop will have some value, but hardly such as to make the investment a self-sustaining one.

Shall we, as foresters and conservation leaders, shut our eyes to the facts? Shall we turn opportunists and either silently or vocally acquiesce in the Roosevelt program because of the undoubted immediate gain to our profession in being given work to do? Shall we persuade ourselves into believing that any old forestry tied to the tail of an unemployment panacea is what we want? If so, are we willing to take the blame that may come afterwards, when hastily arranged plantations wither and die, when stunted mature trees fail to return the capital investment, when another school of political thought flays the wastefulness of an unemployment plan that didn't accomplish the degree of relief claimed by its proponents?

To claim that a wholesale plan of reforestation to relieve unemployment is unsound is not to abandon our fundamental belief in forestry and reforestation. It is simply to profit by the mistakes of our predecessors in forest conservation and to fight shy of shibboleths and dangerous generalizations. It is to keep forestry as a science having its important part to play in the economic world and to control it, so that the results are worthy of our loyal effort.

[18:CONSERVATION:T:COPY]

[1]This statement is quoted from Roosevelt's acceptance speech of July 2, 1932 (cf. excerpt, *ante,* 109). In reading the speech Roosevelt changed "growth of tree crops" to "growth of tremendous crops."

114 *[Enclosure 3]* JAMES O. HAZARD TO CHARLES L. PACK

[NASHVILLE] *July 19, 1932*

DEAR MR. PACK: This is in reply to your letter of July 11th with the enclosure dealing with Mr. Roosevelt's "reforestation" proposal.

Appreciating the long and vigorous support that you have given to American forestry, I am very glad to aid you in continuing the good work, if I can do so by expressing my views on how Mr. Roosevelt's proposal may bring great good to the cause of forestry, in which both you and I are most deeply interested.

First, as to the matter of terms. I do not assume that Mr. Roosevelt refers to reforestation in the narrow sense of tree planting only, but rather that he has in mind all forestry activities which would tend to restore the true forest lands of the United States to normal productiveness and so maintain them. I have no serious doubts as to the wisdom of launching such a full reforestation program, through the channels already established by National and State forestry agencies.

Such handling of the problems would not involve the large armies of laborers of which you spoke, but rather would permit the use of small groups of workers widely scattered over the entire country, to handle relatively local problems. This should not involve serious problems in transportation, housing and feeding.

You mention the possibility of difficulties arising in connection with the making of thinnings.

I have no idea that thinnings would be attempted, or could be justified on an extensive scale. In restricted localities some thinnings might be successfully made. In such cases it should not be difficult to secure competent woodsmen who, with very little training, would be able to handle the supervision of such work effectively.

Secretary Hyde has also raised the question of the availability of forest planting stock for this program, which he, too, has assumed was one of forest planting only. For this problem, such as it may be, I will discuss the matter of suitable planting stock. I am aware that the Northern States seem to prefer to use planting stock two or three years old. For most of the planting in the South, one year old stock is satisfactory. From Virginia and Kentucky south, one year seedlings of shortleaf, loblolly and slash pine give very good satisfaction. In the mountainous sections some white pine, red pine and Norway spruce should undoubtedly be planted, in which case two year seedlings are large enough to give satisfactory results. For the one year seedlings, seeds planted in April 1933 would provide planting stock in October of the same year. This stock could be produced on any desired scale, providing only that seeds were available. As to supervision of such forest planting work, surely there is an abundance of agriculturally trained men who could readily become experts in supervising forest planting planned by trained foresters.

It is my opinion that there are vast areas in all of the Southern States on which the landowners would welcome tree planting, provided it were done at Government expense. I also believe that these landowners would be willing to enter some reasonable agreement to permit the Government to reimburse itself from the sale of timber resulting from such plantings, when such timber became suitable for market. I understand that such a plan provided the means for the reforestation of the Landes in France.

You also raised the question as to the ability of the forestry profession to plant trees which will make a successful growth, and mentioned the possibility of such plantings proving only nurse crops for later stands. I am inclined to think those who have doubts on this point have been too greatly influenced by failures which have occurred which were planted without practical forestry advice. I have as yet to see open lands in this country in need of planting on which Nature has not already indicated the type of tree which is likely to succeed. Surely with such aid trained foresters should not have much difficulty in selecting a species which should prove successful. I am confident that there are enough trained foresters in the country to provide such supervision as is needed to whatever forest planting might be undertaken.

Aside from the reforestation of private lands in the South, I am sure that there are vast areas which should be owned and reforested as public enterprises. If some plan can be worked out for financing the purchase of such lands by the States or Nation, a tremendous advance will surely be made in securing proper land utilization in this region. I am not in the least afraid of Government investment in cheap lands in true forest regions. Lands capable of producing an average growth of from 100 to 200 board feet of lumber per acre per year, should easily take care of the cost of growing merchantable timber. Then, too, the production of wood is only one of the many public benefits to be derived from reforestation. This fact should not be overlooked, or underestimated.

Of course the greatest reforestation problem of all is forest fire control. To establish suitable bases from which to actually achieve forest fire control throughout the entire country would involve a large investment of money for land, equipment and labor. Such an investment would be well worth while, provided a conservative plan of action could be devised, as should be possible through the cooperation of National and State Forest Services. The saving in national wealth resulting from forest fire control would be widespread and immediate.

To my mind Mr. Roosevelt's proposal is the most unique and outstanding of its kind in the

history of American Forestry. Should forest conservation leaders fail to support his leadership, it appears to me that they will lose a wonderful opportunity to secure results which are greatly to be desired, yet difficult to achieve under conditions such as have existed for the past thirty years. I do not doubt that money conservatively spent for forestry will mean more to the future welfare of the country than money spent for almost any other type of public undertaking. I believe that foresters will support Mr. Roosevelt's program as a duty to their profession and to their country. I can see no reason for thinking that any unsound reforestation work would be done under Mr. Roosevelt's direction, and I have every reason to believe that a great and constructive work can be accomplished at a time when it is vitally needed, not only to give employment, but also to establish forestry where we who call ourselves forest conservationists have long tried to establish it in the minds of the American public, and in the functions of our State and National Governments.

Very sincerely yours,

JAMES O. HAZARD

[18:CONSERVATION:CT]

115 ROOSEVELT TO JAMES W. SEWALL, CONSULTING FORESTER, Old Town, Maine

[ALBANY] *July 25, 1932*

DEAR MR. SEWALL: I regret that I have not had an earlier opportunity to reply to your letter of July fifth.[1]

When I spoke in my acceptance address of the use of a million men in reforestation work I had in mind, as you have inferred, more than the mere planting of young trees. I thought of the general opportunities in the care of our forests and the increasing of our forest assets which I think may properly be embraced under the title "Reforestation." These would include the care of existing forests, the thinning of dense stands and fire protection as well as the planting of new areas.

I am asking Mr. Henry Morgenthau, Jr., Conservation Commissioner of this State, to supply you some facts about Reforestation in this State and our Land Utilization program.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Not found.

[2]Drafted by Deputy Conservation Commissioner Herbert E. Gaston.

116 ROOSEVELT TO C. M. MCDONALD, EDWARD THOMPSON Co., Northport, New York

[ALBANY] *July 25, 1932*

DEAR MR. MCDONALD: Your letter of July sixth setting forth your plan for reforestation

on a national basis has interested me greatly.[1]

I am very glad to know the efforts of yourself and others to stimulate interest in the possibilities of forestry. Reforestation is, as you indicate, a sound method of conserving existing forests, protecting the public health and creating a genuine asset for the future.

You may be interested to know that in this State land for reforestation purposes, to the aggregate of more than 100,000 acres, has been purchased or placed under contract at a price averaging less than $4.00 per acre.[2]

I am returning the letter from the Forest Service of the Department of Agriculture which you inclosed.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]McDonald proposed that the states secure liens from the owners of lands suitable for reforestation, the liens to cover only the timber to be grown and to bear no interest. These liens would be turned over to the Federal Government in exchange for currency of equivalent value. Funds thus secured would be used for reforestation and the loans would be repaid by the sale of timber, any surplus going to the land owner (Group 18: Conservation).

[2]The status of the state's reforestation program in 1932 was described in a letter from Deputy Conservation Commissioner Herbert E. Gaston to Raymond Moley, Sept. 15, 1932 (Morgenthau Papers):

"The area actually purchased this year is 30,000 acres; the area purchased since the beginning of the reforestation program in 1930 is 77,000 acres; the area placed under contract this year . . . is 83,000 acres up to August 1; the area placed under contract since the beginning of the program in 1930 was 164,000 acres on the same date. Of this total of 164,000 acres under contract since the beginning of the program, 87,000 acres are still in the hands of the Attorney General for approval of titles . . . The total authorization of $20,000,000 is intended to cover the purchase, planting and care of 1,000,000 or more acres."

Gaston's letter was written to call attention to two errors made by Roosevelt in his Topeka, Kansas, speech of Sept. 14, 1932, on agricultural problems. In this the sum authorized by the amendment was given as $10,000,000 and the area purchased in 1932 as "over two hundred thousand acres" (Rosenman, ed., *Public Papers*, I, 693-711).

117 ROOSEVELT TO STEPHEN J. ADAM, Palatka, Florida

[ALBANY] *July 29, 1932*

MY DEAR MR. ADAM: I appreciated very much your friendly letter of July fifteenth,[1] but have not had an earlier opportunity to reply.

It goes without saying that I shall be heartily grateful for the efforts you may be able to put forth during your stay in Florida. I am keenly interested in forestry and reforestation not only as a temporary means of promoting employment, but also as a permanent national policy and I agree with you in regarding it as one of the important matters to be taken up in the campaign.

I am asking Commissioner Morgenthau to send you a packet of literature relating to the reforestation program in this State.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Adam, president of the Florida Development of Agriculture and Industry Bureau, Inc., said he was going to lecture in the South on reforestation on behalf of the pulp and paper industry and would urge support of Roosevelt in his lectures (Group 18: Conservation).

118 ROOSEVELT TO JAMES O. HAZARD, STATE FORESTER, TENNESSEE FOREST SERVICE, Nashville

[ALBANY] *July 29, 1932*

DEAR MR. HAZARD: I greatly appreciate your sending me a copy of the letter and memorandum sent out by Charles Lathrop Pack, together with a copy of your excellent and well considered reply.[1]

I hope Mr. Pack will receive such discouragement that he will be induced to abandon his apparent intention to oppose the early adoption of a comprehensive national plan of reforestation as a means of combatting unemployment. Your letter should go a long way towards bringing this about.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]*Ante,* 111-114.

[2]Pack later became an enthusiastic supporter of the reforestation plan, and offered Roosevelt information on re-employment through forestry collected by the American Tree Association, which he headed (Pack to Roosevelt, Feb. 20, 1933, OF 149). After the passage of the Emergency Conservation Work Act, Pack strongly urged that it be enlarged in scope. One of the first camps to be established (in New Jersey) was named after him (New York *Times,* June 10, 1933, p. 15; July 5, 1933, p. 19).

119 ROOSEVELT TO OVID BUTLER, EXECUTIVE SECRETARY, AMERICAN FORESTRY ASSOCIATION, Washington, D. C.

[ALBANY] *August 15, 1932*

DEAR MR. BUTLER: I have read with a great deal of interest your letter of July twenty-fifth on the subject of employment of emergency funds on forestry projects. I understand you have sent the same or a similar letter to Executives in other States.[1]

I wish to commend this effort you are making and to express my personal appreciation of it. You already know the manner in which I have expressed my views on the subject.

It will probably interest you to know that we have lately undertaken a new project using our State relief funds in forestry work. On this project we are now employing 100 men in Central New York on a somewhat experimental basis to find out to what extent we can profitably use men from the lists of the unemployed to improve our existing reforestation areas. These crews are engaged in slash disposal, opening fire lanes and making improvement and release

cuttings. This work will tell us just about how far we should go in this use of men.

If you should find it convenient to come to New York in the near future I should be glad to request Commissioner Morgenthau to take you on an inspection trip to view this and other work we are doing.

With cordial regards, I am, Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]This is a mimeographed letter (Group 18: Conservation). Butler urged that funds made available by the 1932 Emergency Relief and Construction Act (approved July 21, 1932, 47 *Stat.* 709) be used to give employment on forestry and watershed improvement projects, and described the work being done in this field in a number of the states. The various projects under way at this time are also described by G. H. Collingwood in "Forestry Aids the Unemployed," in *American Forests*, 38 (October, 1932), 550, 574-575. The New York State College of Forestry described a forestry-relief work plan in a folder issued in 1932 entitled *Unemployment Relief Through Use of Woodlands in New York.* This proposed that unemployed persons be put to work making improvement cuttings and thinnings in the woodlands of the state under the supervision of the College of Forestry and other forestry agencies. A copy of this folder was sent to Roosevelt by Hugh P. Baker, dean of the college, in a letter of Nov. 1, 1932 (Group 18:Conservation).

In California, the United States Forest Service was cooperating with the state and county governments in providing work in the forests for the unemployed, the Forest Service furnishing shelter and supervision and the state and local authorities food and clothing (R. L. Deering, "Camps for the Unemployed in the Forests of California," *Journal of Forestry,* XXX, May, 1932, pp. 554-557.) An editorial introduction to the article just cited said that the idea could be developed to "proportions of great national social benefit." Foresters generally found the idea appealing: the following statement is typical, "With millions of men unemployed and tens of millions of acres of lands, primarily best suited for growing forests, abandoned for taxes and lying idle and uncared for, a reasonable forest policy for the Nation would put these idle men to work organizing such lands into public forests" (Edward C. M. Richards, "American Forest Policy," *ibid.*, XXXI, March, 1933, p. 279).

120 ROOSEVELT TO MILLER FREEMAN, MILLER FREEMAN PUBLICATIONS, Seattle

ALBANY, *Sept. 6, 1932*

DEAR MR. FREEMAN: This is the first opportunity I have had to answer your letter of July 13th asking me for a statement of my ideas with respect to reforestation for the benefit of the readers of your publications.[1]

I have used the term "reforestation" to cover all aspects of the protection, conservation and enlargement of our forests, and it is in that sense I understand you make inquiry. As I indicated in my acceptance address, I believe that the care and enlargement of the forests of the Nation offer a promising and profitable field for the employment of idle men. In the State of New York we were able this year to give short-time employment to 10,000 men in our forest tree nurseries and in tree planting. They were recruited from the rolls of the needy unemployed. We have given work to several thousand more in forestry activities, such as trail and road building and similar improvements in the State Parks and State Forests. We have found that the work done in this way with emergency labor under competent direction is efficient and a sound expenditure of public funds. It is entirely out of the class of the ordinary "made jobs" devised to meet the unemployment emergency.[2]

I think it will be sound economy for the Federal government to encourage similar activities in

other States under a loan plan perhaps by the government coupled with direct assistance from the States.

In the vast national forests there is opportunity and need for a greatly increased program of improvement. This would give work to many thousands of men during the present emergency. One of the prime needs is for road and trail building for fire protection and funds for this purpose would, in my judgment, be a wise expenditure to be classed as dividend-paying capital investments. There is also in these forests the opportunity for tree planting and improvement cuttings. When we have emerged from the present depression, we will be able[3] to do such work as cheaply and effectively as it can be done now.

Apart from the present emergency I think we need a more definite and comprehensive national plan for protecting, conserving and enlarging our forest resources. This plan should have among its objectives more effective stabilization of the forest products industry. The excellent program adopted this year by the Society of American Foresters needs to be translated into more effective co-ordinated action by individual forest owners, the several States and the Nation. We need also, as I have said on other occasions, a soil survey of the entire nation and a national land-use program. This has an important bearing on reforestation, which must be jointly a State and Federal concern, but with more effective encouragement from the Federal government than it has received in the past.[4]

Sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 177:CT COPY]

[1]Freeman's letter has not been found. His publications included the *Mining World* and the *West Coast Lumberman.*

[2]The New York State reforestation program called for the planting of 20,000 acres in 1932, but to give as much work as possible 27,000 acres were planted in the spring season alone. On this work and on work in the state nurseries over 10,000 men were employed for a limited period (New York State Conservation Department, *Annual Report, 1932,* p. 18).

[3]Possibly "unable" was meant.

[4]This letter was published in the *West Coast Lumberman* of October, 1932, according to a statement accompanying its republication in the *Journal of Forestry,* XXX (December, 1932), 1022. This issue of the *Journal* also printed a letter from C. M. Granger, president of the Society of American Foresters, to Roosevelt, Oct. 19, 1932, and the latter's reply, Nov. 3, 1932 (pp. 1022-1023). Granger said that his organization was highly gratified over Roosevelt's reference to its program, and that his support would help immensely to further it. Roosevelt replied that he believed a great deal could be accomplished by an intelligent reforestation program, "both as an aid to unemployment and as a permanent benefit for our citizens of the present and the future."

121 ROOSEVELT TO WILLIAM L. WILSON, CHAIRMAN, INDUSTRIAL COMMITTEE, FLORIDA STATE CHAMBER OF COMMERCE, Jacksonville

[ALBANY] *September 14, 1932*

DEAR MR. WILSON: For some unexplainable reason your telegram of July seventh has only come to light. I presume it was mislaid in the mass of mail which the Governor *[sic]* received following the convention at Chicago.

I am happy to have received from you and from others, who are better informed on the

subject of forestry and reforestation than Secretary Hyde appears to be, confirmation of my belief that there exists a great opportunity for practical forestry work on a broader scale especially in the eastern states and that such a program, put into effect by the Federal Government in cooperation with the States, would be one very sound method of attacking the unemployment problem.

I shall bear in mind the aspects of the matter you point out in your telegram.[1]

Very truly yours,

[FRANKLIN D. ROOSEVELT]

[18:CONSERVATION:CT]

[1]Drafted by Deputy Commissioner Herbert E. Gaston of the State Conservation Department.

122 SPEECH BY ROOSEVELT, Buffalo, New York, October 18, 1932

[Excerpt][1] And now there is just one thing more before I start for Pittsburgh and that is, I want to tell you there is just one more thing that is coming up in the ballot box, on the voting machines on November 8th. There are just two propositions to be put before the voters of the state. One is this 30 million dollar bond issue that I hope and pray that it goes through almost unanimously.

The other is a proposition for the weakening, for the opening of the door to the splendid constitutional provision that we have now for the preservation of our Adirondack preserves and our Catskill preserves.[2] You know they are two great areas, the largest owned by any state in the Union, set aside for the use of the people of this state in perpetuity and never to be touched, to be left in the wild state of nature in which God made them.

And let me tell you the simple record, that this past summer over a half million people, nearly all of them citizens of this state, have registered at the different camp sites—very large their use is—that the state maintains in the Adirondacks and the Catskills. Now, they go through them, hiking and hunting and fishing, for their wholesome, health-giving recreational purposes, and the additional number, besides those, who registered at the camp sites would run literally into the millions.

This provision that you are going to be asked to vote on is a proposition that would allow a town or two towns or a series of towns within the Adirondack or the Catskill preserves to break down that historic provision in our constitution and do all sorts of things—put up amusement places, put in Coney Islands. In other words, try to derive some profit out of what is the heritage of the people of the State of New York. Everybody interested in conservation so far as I know, every association and society is begging and praying that we won't tamper with that splendid Adirondack and Catskill Preserve.

And so I hope that there won't be any question that the people recognizing their heritage will vote "No" on that proposition and save our own woods.

[SPEECH FILE:T]

[1]The speech from which this excerpt is taken dealt for the most part with the question of the development of St. Lawrence River power. Both Roosevelt and Al Smith had urged that New York State develop the potential hydroelectric power of the river. (There is a good presentation of the New York power question during Roosevelt's administration in Bellush, *Franklin D. Roosevelt as Governor,* chap. 10.) The speech is printed in its entirety in the

New York *Times*, Oct. 19, 1932, p. 15. This text is from a volume of stenographic transcripts entitled "Governor Franklin D. Roosevelt's 932 Campaign Trip/Schedules, Speeches, Conferences, etc." Compiled by H. M. Kannee, this presumably contains all the 1932 campaign speeches except possibly some very brief and casual utterances.

[2]The Porter-Brereton amendment; see *ante*, 102.

123 WILLIAM G. HOWARD, DIRECTOR, DIVISION OF LANDS AND FORESTS, NEW YORK STATE CONSERVATION DEPARTMENT, TO ROOSEVELT

ALBANY, *December 28, 1932*

MY DEAR GOVERNOR ROOSEVELT: Following our talk of the other day with regard to your plan for the acquisition of forest lands in the various states east of the Mississippi river, I have given considerable thought and study to this problem, as the result of which I am submitting the attached report.

I trust you will not think I am presumptuous in suggesting certain changes in the program as I understood you to outline it; but I am doing this in the thought that you will welcome suggestions as to the method of making this most effective and putting it into effect with the least possible loss of time.

Sincerely yours,

W. G. HOWARD

[13:OF 149:TS]

124 *[Enclosure]*

Report on Program of Combined Land Acquisition and Unemployment Relief Suggested by President-elect Franklin D. Roosevelt

Proposed Plan

Governor Roosevelt's plan, as I understand it, is for the Federal Government to buy in each state east of the Mississippi river, lands suitable for forest production consisting mainly of cut-over, second growth forests and woodlands where, by the application of forest management, timber crops could be produced and other benefits of maintaining these areas in forests could be obtained.

Governor Roosevelt's suggestion was that funds be appropriated by the Federal Government for the acquisition by the U. S. Forest Service of these lands under a policy whereby the Federal Government could give the state in which the land was located, a twenty-five year option to buy back the properties at the purchase price plus the increased value due to the growth of the forests on the land. Governor Roosevelt suggested that the State Forester of each state where these lands were acquired might act as the agent for the U. S. Forest Service in acquiring the land.

A program was suggested calling for the appropriation of $18,000,000 for this land acquisition with definite allotments to each state as shown in the table which follows in this report. Moreover, for every dollar appropriated for land purchase, the program would call for another dollar to be appropriated for the work on the lands acquired, such work to consist of slash disposal, improvement cuttings, forest fire control and other activities in connection

with the application of forest management to these areas.

Advantages of the Proposed Plan

There can be no question as to the great desirability of bringing submarginal lands and forest lands into public ownership and the program contemplated would in no case bring into public ownership an area in excess of that which is desirable in the states concerned. The benefits derived from publicly owned forest lands, including watershed protection, recreational opportunities and timber production, are too obvious to need extended comment here.

It is certain that the only practical way to get forestry practised on these lands on a large scale is under public ownership. The private owner is not in a position, in view of the low percentage of return probable, to practise intensive forest management on these lands. On the other hand, a state or the Federal Government can properly manage these forests as they should be handled.

The limited experience of New York State and of the Federal Government in the west has demonstrated the possibilities for unemployment relief in the carrying out of desirable forestry projects; and the lands proposed to be acquired under this program would lend themselves to this type of work probably better than most of the lands now in National forests, because of their closer proximity to industrial centers where unemployment relief is most needed.

Disadvantages of the Proposed Plan

It is my thought that the lands acquired under this program would remain in National forests, for the record of the U. S. Forest Service in handling National forests has been excellent, and if the same standards were maintained in connection with the lands to be acquired under this program, the public would be well satisfied and the states would be loath to appropriate the necessary funds to take over the lands as state forests.

Not all of the states east of the Mississippi river lend themselves to the establishment of National forests, which is really what this program means. The Federal Government for efficient and economical administration must have these forests in large units. In New York State, for instance, the broken character of the forest lands outside of the Adirondack and Catskill Parks would almost preclude the acquisition of any large block of forest lands; and it is apparent that the Federal Government cannot handle relatively small scattered units as advantageously as can the state.

The work of acquisition should, in my mind, be handled by the U. S. Forest Service directly, for there are only three or four states which have adequate forces experienced in land acquisition and competent to meet the requirements of the Federal Government in this type of work.

A good many of the states east of the Mississippi river have no enabling acts permitting the Federal Government to acquire forest lands within their border. It will take time to get these enabling acts passed, and any considerable delay of this sort will seriously impair the benefits of this plan for the relief of the unemployed, particularly in the present emergency.

TABLE COMPARING PLANS FOR LAND ACQUISITION

(In Governor Roosevelt's plan, which was in dollars, I have reduced the figures to acres, at the rate of $5.00 per acre which is the approximate rate at which the National Forest Reservation Commission reports having acquired land.)

State	Gov. Roosevelt's Plan	U. S. F. S. Program
	Acres	*Acres*
Alabama	200,000	120,550
Connecticut	50,000	
Florida	200,000	288,331
Georgia	200,000	466,013
Illinois	150,000	
Indiana	150,000	
Kansas	200,000	599,000
Maine	200,000	19,019
Missouri	50,000	
Massachusetts	100,000	
Michigan	200,000	995,411
Mississippi	200,000	504,970
New Hampshire	100,000	276,245
New Jersey	50,000	
New York	200,000	
North Carolina	200,000	900,854
Ohio	200,000	
Pennsylvania	200,000	234,999
Rhode Island	20,000	
South Carolina	100,000	538,170
Tennessee	200,000	394,896
Vermont	100,000	268,509
Virginia	150,000	390,414
West Virginia		376,155
Totals	3,420,000	6,373,536
24 States	($17,100,000)	($31,867,680)

Solution of the Problem

It seems to me the purposes of the plan suggested by Governor Roosevelt can be accomplished and the same general plan made effective by the appropriation of funds for carrying out the program of National forest extension already started by the U. S. Forest Service and the National Forest Reservation Commission. The report of the Commission for the year ending June 30, 1932 shows that the Commission has had in mind in the acquisition of much of this land, the same considerations that actuated Governor Roosevelt in his plan, namely, the acquisition of culled or cut-over land supporting relatively little saw timber but a well-established stand of young growth or a sufficient number of seed trees to insure adequate restocking. Moreover, the map of purchase units in the Commission's report shows the relatively wide distribution of those units.

The Forest Service has already built up an organization for doing the necessary field work and is, if one may judge from a recent report of the National Forest Reservation Commission, in a position to acquire between one-half million and one million acres a year. Purchase units have already been established or planned in fifteen states east of the Mississippi river as

shown by the above table, and the total acreage included in the Federal acquisition program is over six million.

By the prompt organization of purchase units into National forests as fast as the lands are acquired, the U. S. Forest Service would be in an excellent position to initiate unemployment relief work and to supervise it effectively.

There is no reason why additional units could not be established in other states wherever there were lands suitable for Federal acquisition and wherever authority for such acquisition could be obtained.

The possibilities of Governor Roosevelt's plan of land acquisition in the advancement of forestry, the bringing to many states the advantages of public ownership of forest lands and the relief of unemployment are well-nigh unlimited; and I hope this plan may be put into effect. I feel, however, that it can be done most economically, most efficiently and with the least possible loss of time by taking advantage of the Federal program of National forest extension already started.

Respectfully submitted,

W. G. HOWARD

ALBANY, NEW YORK, *December 28, 1932*

[13:OF 149:TS]

125 GOVERNOR GIFFORD PINCHOT OF PENNSYLVANIA TO ROOSEVELT

HARRISBURG, *January 20, 1933*

DEAR FRANKLIN: Here are the facts and my suggestions concerning the forest problem. I have made the statement as short as I could.

Out of a forest area of approximately 822,000,000 acres in the United States when white settlement began, it is estimated that 506,000,000 acres remain. If all the latter were managed under intensive forestry, it would be possible by the year 2000 to grow at least 30 billion cubic feet of timber a year. This is more than twice the average of 14-1/2 billion cubic feet consumed annually from 1925 through 1929. There are, therefore, no physical obstacles to growing all the timber we need, including a generous allowance of recreation forests.

The 20 per cent of our publicly owned forest lands are reasonably well managed. The 25 per cent in small farm woodlots are less well managed, but are not being destroyed. But the remaining 55 per cent in private industrial ownership, with minor exceptions, is being deforested with appalling rapidity.

Out of 271,000,000 acres in this type of ownership, 55,000,000 acres have been virtually devastated. 100,000,000 acres more have had their productive capacity reduced to a fraction of what it would be under systematic forestry. Unless the present mishandling of the private commercial forests is stopped, the United States will be unable to supply its own needs for timber. The 45 per cent of our forest land publicly owned and in woodlots cannot supply the wood needed to sustain our civilization.

Erosion will increase and floods will become more and more disastrous. Many of the millions who love the forest will have a major value in their lives destroyed. The standard of life in

forest regions will continue to fall because the main source of taxable wealth and potential income is lost. This outlook is most deplorable. It is, however, unavoidable unless we change radically the present management of privately owned commercial timber lands.

In the past the official assumption in Washington, codified by the Clarke-McNary Act,[1] has been that private altruism, plus a government subsidy in the form of aid in fire protection, plus patting the lumberman on the back, would result in the general practice of forestry on private lands. Experience has proven this assumption to be absolutely wrong. Fire protection has not developed as expected, and the devastation and depletion of our timber lands has not been stopped.

Voluntary private forestry has failed the world over. There is absolutely no reason to assume that it will succeed in the United States.

Federal regulation would be difficult to apply when the majority of timber land owners are bankrupt, or verging upon it. If they ever became rich and powerful again it would be equally difficult to keep them from controlling the agency which regulates them.

Private forestry in America, as a solution of the problem, is no longer even a hope. Neither the crutch of subsidy nor the whip of regulation can restore it. The solution of the private forest problem lies chiefly in large scale public acquisition of private forest lands.

Four classes of forest lands must be distinguished. First, at least 100,000,000 acres of tax delinquent lands will probably revert to State and local governments within the next four years. At present these lands are rapidly deteriorating through fire and erosion. The U. S. Forest Service should be authorized to take them into the National Forest System. To do so would probably cost less than $1.00 an acre, and at the same time would supply government relief to impoverished counties.

Second, the greater share of about 90,000,000 acres of mature timber in private control is now a burden to the owner because of the high cost of protection, taxes, and interest on investment, and the very low stumpage prices. It would probably be possible to acquire tens of millions of acres of this timber with little or no immediate expense by issuing certificates redeemable when the timber is cut.

Third, 40,000,000 acres of high lying forest should be purchased immediately for the protection of soil and the control of water. These lands could probably be bought for an average of not over $2.00 an acre.

Fourth, 50,000,000 acres of abandoned farm lands are seriously increasing the danger of erosion and flood.

A broad scale planting program would be required to turn them back into forest land. These lands should be acquired before planting at a probable average cost of not more than $2.00 an acre. Such action would at the same time afford practical relief to thousands of small and impoverished farmers.

The consequent exemption of these farm lands from local taxation would have to be met by government contribution of a percentage of the income from them to local support, as now happens on the National Forests.

The foregoing plan checks with the need for provision for the unemployed. Work relief is better than direct relief, and useful labor paid for from relief funds is pure gain. By utilizing the unemployed highly necessary and productive improvements could be made in the forests thus acquired at substantially no cost to the public.

The major fields of work include planting, thinnings, release cuttings, the removal of highly inflammable snags and windfalls, a large scale attack on serious insect epidemics, the control of erosion, the construction of roads, trails, and telephone lines, and the development of camp sites and other recreational facilities. All this would supply large numbers of men with highly useful work.

Forest devastation on privately owned timber lands in the United States has not been checked. It can be checked with an immense increase in the safety of our country from threatened disaster from the lack of wood, from floods and erosion, and from the destruction of our greatest field for recreation, while furnishing at the same time an unequalled opportunity for work relief for the unemployed.

To sum up, as I see it there is no single domestic step that can be taken that will mean so much to the future of the United States as this one, and at the same time none that will meet with such universal approval. Indeed it is hard to see where opposition could come from. And in proportion to the benefits the cost would be almost trivial.

If I can be of use, blow your whistle and I'll come a running, as I said before.[2]

Faithfully yours,

GIFFORD PINCHOT[3]

[13:PPF 289:TS]

[1]The Clarke-McNary Act of June 7, 1924 (43 *Stat.* 653), enlarged the scope of the Weeks Forest Purchase Act of March 1, 1911 (36 *Stat.* 961). The Weeks Act authorized purchase by the Government of forest lands located on the headwaters of navigable streams. The Clarke-McNary Act authorized Federal aid to the states for the protection of forests from fire and extended the purchase program to include lands needed for timber production as well as for the protection of navigable streams. National forests could thus be established in areas where the protection of navigable streams was not the prime consideration.

[2]This statement was drafted by Robert Marshall (1901-39), from 1933 to 1937 director of Forestry in the Office of Indian Affairs of the Interior Department, and from 1937 until his death chief of the Division of Recreation and Lands of the Forest Service. A career forester, Marshall was well known in professional forestry circles. In the fall of 1932 he had assisted in the preparation of the Forest Service report, *A National Plan for American Forestry* (Washington, 1933), and he was the author of *The People's Forests* (New York: Smith and Haas, 1933). Roosevelt had asked Pinchot to draw up for him a plan for a national forest program and Pinchot had conferred with him in Hyde Park on or about Jan. 8, 1933. Pinchot, who had not been in immediate touch with national forestry problems for some years, turned for help to Marshall, whom he knew well (Pinchot to Marshall, Jan. 9, 1933; Marshall to Raphael Zon, Jan. 23, 1933, Group 31). Marshall saw Pinchot in Harrisburg on January 12; he described his conference in the letter to Zon just cited:

"I discussed with Pinchot some of the things which you and I had been talking about, mentioned your four point program, and gave him my viewpoint that it seemed to me the two things we should stress were public ownership and forestry through unemployment work. I tried to emphasize that we weren't concerned only with devastation, which does not apply to more than fifty-five million acres of private lands, but deterioration which affects at least twice that area. I also argued him out of regulation with surprising ease."

Marshall drafted a statement and took it to Pinchot on January 19. Pinchot shortened the document and made changes in language but did not alter or add to the ideas expressed (Marshall to Zon, Jan. 23, 1933; undated draft by Marshall, "A Forest Program," Group 31).

Marshall was delighted to have won Pinchot over to public ownership as against public regulation of private forests; in his letter to Zon he quotes Pinchot as saying, "I have argued for Forestry for thirty years but I am convinced that you are right—we need something more."

The correspondence cited is in the form of photostatic copies of the original papers, made available to the Roosevelt Library by George Marshall, brother of Robert.

[3]Answered *post,* 127.

126 SPEECH BY ROOSEVELT, Montgomery, Alabama, January 21, 1933

[Excerpt] This morning, early, I saw with my own eyes what I have been waiting to see ever since the days when I served in Washington as a Lieutenant of that great Democrat and great American President, Woodrow Wilson. I was not only impressed with the size of the great Operation at Muscle Shoals but I can tell you frankly that it was at least twice as big as I ever had any conception of it being. It was distressful to me and I think it was distressful to almost every other member of the party, for we had with us distinguished members of the Senate and of the House of Representatives, together with engineers and others from every part of the United States, I think we were all distressed by the fact that so much of that great plant had been lying in idleness all these years. My friends, I determined on two things as a result of what I have seen today. The first is to put Muscle Shoals to work. The second is to make of Muscle Shoals a part of an even greater development that will take in all of that magnificent Tennessee River from the mountains of Virginia down to the Ohio and the Gulf.

Muscle Shoals is more today than a mere opportunity for the Federal Government to do a kind turn for the people in one small section of a couple of States. Muscle Shoals gives us the opportunity to accomplish a great purpose for the people of many States and, indeed, for the whole Union, because there we have an opportunity of setting an example of planning, planning not just for ourselves but planning for the generations to come, tying in industry and agriculture and forestry and flood prevention, tying them all into a unified whole over a distance of a thousand miles so that we can afford better opportunities and better places for millions of yet unborn to live in in the days to come.[1]

[SPEECH FILE:T]

[1]This excerpt comprises the second half of the speech; in the first part Roosevelt spoke of his connections with and his interest in the South (Rosenman, ed., *Public Papers,* I, 887-889). The text is that of the stenographic transcript.

One of Roosevelt's campaign promises was that, if elected, Muscle Shoals would be developed by the Government. (See his Portland, Oregon, speech, Sept. 21, 1932, *ibid.,* pp. 727-742.) With him on the Muscle Shoals trip was Senator George Norris of Nebraska, who had led the fight in Congress to secure Federal development of the resources of the region after the building during World War I of the Muscle Shoals power and nitrate plants. In other brief and extemporaneous speeches on the same day in Sheffield, Florence, and Decatur, Alabama, Roosevelt promised to put the plants in operation and emphasized that the proposed Tennessee River developments were national in character and would be treated from a national point of view.

In his discussion of the plan in *On Our Way* (New York: John Day, 1934, pp. 53-56), Roosevelt says:

"Before I came to Washington I had decided that for many reasons the Tennessee Valley . . . would provide an ideal location for a land use experiment on a regional scale embracing many States . . . By controlling every river and creek and rivulet in this vast watershed, and by planning for a highly civilized use of the land by the population of the whole area, we believed that we could make a lasting contribution to American life."

127 ROOSEVELT TO GOVERNOR GIFFORD PINCHOT, Harrisburg, Pennsylvania

AT WARM SPRINGS, Georgia, *February 1, 1933*

DEAR GIFFORD: Those forest figures of yours are exceedingly interesting and fit in with

just what I need in preparation for the drive for putting people to work. I hope you noticed how Secretary Hyde ate his words in the letter he sent to Senator Wagner showing that 109,000 people could be employed for a year in the national forests alone.[1]

As ever yours,

[FRANKLIN D. ROOSEVELT]

FDR-MD

[Notation: A] Take on Boat

[13:PPF 289:CT]

[1]This is in reply to Pinchot's letter of Jan. 20, 1933, *ante,* 125. Secretary of Agriculture Hyde had criticized the Roosevelt reforestation-employment plan in a letter to the New York *Times* of July 6, 1932; no further reference to the letter to Wagner has been found. The notation refers to Roosevelt's February cruise in the Bahamas with Vincent Astor on the latter's yacht *Nourmahal.*

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128 ROOSEVELT TO NELSON C. BROWN, New York State College of Forestry, Syracuse University, Syracuse, New York

[WASHINGTON] *March 8, 1933*

MY DEAR NELSON: As you know, the State College of Forestry has carried on tree plantings on the experimental acreage on my Creek Road Farm at Hyde Park for each of the last two years.[1] As we are getting close to the tree-planting season again I wish you would take up with your associates the planting of an additional acreage next month.

I have instructed William Plog, my mother's superintendent at Hyde Park, to have about five acres now in birch growth, cleared, and there is also other available land on the other side of the road. I am wholly willing to leave it to the College as to what type of trees to put in this year, as you will be able to continue the scheme of things started in 1931.

If you will let Mr. Plog know, at Hyde Park, if any of you want to go down ahead of time, he will meet you and you can arrange with him for such extra planting labor as will be necessary.

I wish you would make a note of having a careful inspection made of the swamp area planted last year. The permanent tree crop consisted of tulip poplars and black walnuts and these were interspaced with, I think, red cedar and larch. This planting should be filled out to replace trees that have died. During the winter I had all the sprouts cut off from the stumps of the old trees that had been cut.[2]

Always sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 38:CT]

[1]The Creek Road farm was about a mile and a half east of the Roosevelt house near the junction of Creek Road and State Route 9—G.

[2]Brown replied March 17 and 28, 1933 (PPF 38), describing the plans for the tree planting. An article by him, "President Has Long Practiced Forestry" (New York *Times*, April 30, 1933, VIII, 1), describes generally the Roosevelt forest plantations. During the spring of 1933 some 36,000 trees were planted and in the fall Brown visited Hyde Park to make plans for the next year (Brown to Roosevelt, June 30, Sept. 23, 1933, PPF 38).

It is interesting, and typical of Roosevelt, that in the first week of his Presidency he should take time to write in some detail of his Hyde Park tree plantings. In his inaugural address of March 4, he had referred in passing to his reforestation-employment plan. Putting people to work, he said, could be "accomplished in part by direct recruiting by the Government itself, treating the task as we would the emergency of a war, but at the same time, through this employment, accomplishing greatly needed projects to stimulate and reorganize the use of our natural resources" (Rosenman, ed., *Public Papers,* II, 13). On March 6 Roosevelt addressed a conference of state governors at the White House on problems requiring cooperation between the Federal and state governments. The speech as reported makes no mention of his reforestation plan but it was evidently discussed. A resolution proposed by Governor White of Ohio and approved by the conference endorsed the President's plan, "not only as a measure for the conservation of the Nation's natural resources but also as an effective step toward the relief of unemployment." The governors undertook to ascertain what acreage was available for such a program *(ibid.,* pp. 23-24).

129 ROOSEVELT TO THE SECRETARIES OF WAR, INTERIOR, AGRICULTURE AND LABOR

WASHINGTON, *March 14, 1933*

MEMORANDUM . . . I am asking you to constitute yourselves an informal committee of the cabinet to coordinate the plans for the proposed civilian Conservation Corps. These plans include the necessity of checking up on all kinds of suggestions that are coming in relating to public works of various kinds. I suggest that the Secretary of the Interior act as a kind of clearing house to digest the suggestions and to discuss them with the other three members of this informal committee.[1]

[FRANKLIN D. ROOSEVELT]

[13:OF 268:CT]

[1]Roosevelt described his plan for employment by means of conservation projects and other public works at a White House conference on the afternoon of March 9, 1933, attended by the Secretaries of War, Interior and Agriculture, the Budget Director, Interior Department Solicitor Edward C. Finney and Acting Judge Advocate General Kyle Rucker (aide memoire by Colonel Rucker, March 11, 1933, OF 268). According to this memorandum Roosevelt outlined a message to Congress "to seek legislation toward the employment of 500,000 men to be engaged in various activities in the public service, and the project to be financed through a bond issue." Rucker and Finney were asked to draft a bill embodying his ideas and to report back at 9 o'clock that evening. This was done and after some further revision a draft was left with the President at 20:30 P. M. Rucker says that those previously mentioned were present, together with a number of House and Senate leaders.

An account by Finney states that he, in company with Rucker, drafted the bill on the basis of a one-page, unsigned memorandum that Roosevelt had brought with him to the March 9 afternoon conference (Finney to Helen L. Moore, Office of the Secretary, Interior Department, Feb. 12, 1953). Finney says: "The J. A. G. suggested some minor changes in wording and . . . we took the draft to the White House about 9 P. M. F. D. R. was in upstairs study with Louis Howe, Sen. Joe Robinson and a Member of the House of Representatives. He read the draft and said I had failed to provide for condemnation of private property. I then dictated another section covering his suggestion. I recall Louis Howe told F. D. R. we should strike out some military term, think it was 'enlistment.'" Finney also says that he returned Roosevelt's memorandum to him but it has not been found in the Roosevelt papers nor has search elsewhere brought it to light. A draft of the bill as it stood on March 11, with two additional sections (a waiver of compensation and a provision barring pensions), is present as an enclosure in Finney to Rucker, March 11, 1933 (OF 268).

Another account (unsigned) of the March 9 conferences is found in the Civilian Conservation Corps newspaper *Happy Days* of Sept. 30, 1933. Entitled, "Drama Plays Part as Life is Breathed into the C. C. C.," this account agrees with Rucker's in regard to the drafting of the legislation and describes the administrative organization the President had in mind. It suggests that the only forms of public works discussed by him were reforestation, forest protection and flood control, and makes the point, perhaps worth noting, that the afternoon meeting was really not a conference: "The new President asked few questions of the men he had called before him. He talked. He laid

before them in great detail the plan which he had evolved to lend a very necessary hand of help to trees and to young men."

Apparently the memorandum here printed was suggested by Raymond Moley, to whom the Civilian Conservation Corps idea was described by Roosevelt on March 14, 1933. Moley says he made the suggestion, not only to forestall impulsive action on Roosevelt's part, "but, at the same time, to give the Wagner-Costigan-LaFollette group, through Secretary Perkins, a legitimate chance to describe its broader recommendations" (Moley, *After Seven Years*, pp. 173-174).

130 PRESS CONFERENCE, Executive Offices of the White House, March 15, 1933, 10:25 A. M.

[Excerpt] Q: . . . In plans for putting people to work, does that include a vast public works program?

The President: I knew you were going to ask me that question and I am not ready to answer it yet, for this reason: This is entirely off the record. There are quite a lot of other people who would like to see the bill made an all-inclusive bill; in other words, after a big public works program, after the Wagner Bill that failed in the last Session, or a modification of it along the La Follette-Costigan lines.[1] I don't know yet whether the bill would be made all inclusive or whether it would be confined principally to this main thought of putting people to work on natural resources.

Q. Isn't it the program of the Administration to put through that Wagner Bill for unemployment relief?[2]

The President: There is enough money in the R. F. C. on direct aid for municipalities to last until May, therefore it is a grave question as to whether that is the kind of emergency that ought to keep the Congress here.

Q: How about Muscle Shoals, Mr. President? Would that be included in this plan, or will it be left until later on?

The President: I don't know. We are in the middle of a survey now as to where to put the men to work first.

Q: How many men would be used on the forestry plan?

The President: On the National forests, the Forestry Bureau says two hundred thousand men.

Q: What do you mean by the National forests? What are the National forests?

The President: You know a lot more about that than I do. There is the Shenandoah Forest, the Big Smoky; there is quite a lot of Federal land in Pennsylvania, some in New Hampshire and, of course, there is a very large acreage out west.

Q: What do they do, cut down trees or plant trees?

The President: You are as bad as Mr. Hyde.[3] We have to have another class here on it. The easiest way to explain it is this: Taking it all through the East where, of course, the unemployment is relatively the worst with far more people, nearly all of the so-called forest land owned by the Government is second, third or fourth growth land—what we call scrub growth which has grown up on it. What does that consist of? Probably an average of four or five thousand trees to the acre little bits of trees, saplings and so forth. Proper forestation is

not possible; in other words, you will never get a marketable timber growth on that kind of land—plenty of cordwood and that is about all. But the timber supply, the lumber supply of the country, at the present rate of cutting we are using lumber somewhere around three to four times the rate of the annual growth. In other words, we are rapidly coming to an end of the natural lumber resources and the end is within sight and, unless something is done about it, we will become a very large lumber importing nation, the figures showing that it will be from 20 to 40 years when that will come about.

Now, take this second, third, fourth growth land. Put men in there. Say there are five thousand of these saplings to the acre. Go in and cut out four thousand and leave one thousand. They go in there and take out the crooked trees, the dead trees, the bushes and stuff like that that has no value as lumber, and leave approximately one thousand trees to the acre. That means that they are sufficiently spaced to get plenty of light and air and there is not too much of a strain on the soil. Those trees then eventually will become a very valuable lumber crop.

That is the simplest way of explaining the operations so far as the trees themselves go.

Then, in addition to that, one of our great difficulties all over the country is with fire, and these men will be put to work in building fire breaks. Well, a fire break is merely an operation of cutting a thirty or forty foot swath through the forest and plowing it up, raking all the leaves and everything possible away from that strip and keeping it clear.

Thus, from that time on, the regular forest rangers and fire protection people, in their tours, will have a great deal better chance of limiting any fire that breaks out, limiting it to a small area.

Q: How long will that work keep these 200,000 men occupied? Is it a long process?

The President: I think Bob Wagner got the letter on that from the Forestry Bureau about six weeks or two months ago. It is certainly over a year and probably over a good deal longer than that.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]On Feb. 9, 1933, Wagner (N. Y.) had introduced S. 5609 as an amendment to the 1932 Emergency Relief and Construction Act. His amendment would have removed the requirement that local public works be self-liquidating, would have lowered the interest rate, and would have enlarged the authority of the Reconstruction Finance Corporation to make loans for public works. La Follette had urged a more daring, more comprehensive, attack on the joint relief-employment problem, with much greater appropriations contemplated. The La Follette-Costigan-Cutting bill, S. 1596, "to create an administration of public works, to provide for the construction, extension, and improvement of public facilities and services, to relieve unemployment . . .," was introduced May 8, 1933, but was not acted upon *(Cong. Rec.*, 72d Cong., 2d sess., 76:4, 3664, 4321; 76:5, 5525; 73d Cong., 1st sess., 77:3, 2966).

[2]The Emergency Conservation Work Bill, approved March 31, 1933, *post*, 135.

[3]Arthur M. Hyde, Secretary of Agriculture under President Hoover. See *ante*, 110 n.

131 THE SECRETARIES OF WAR, INTERIOR, AGRICULTURE AND LABOR TO ROOSEVELT

[WASHINGTON] *March 15, 1933*

MEMORANDUM FOR THE PRESIDENT: In response to your memorandum of March 14, 1933, the undersigned have considered not only the draft of the Bill with regard to the

Civilian Conservation Corps, but also the whole program of relief for industrial unemployment.[1] We are of the opinion that there are three items to be considered in this program:

1. Federal appropriations for grants in aid to the various states for direct relief work. (The details of such a Bill are now practically agreed upon between Senators Wagner, Costigan, La Follette and Secretary Perkins.)

2. A measure for a large practical, labor-producing program of public works under the control of a Board which can allocate them in such a manner as to drain the largest pools of unemployment in the country, and also arrange to taper off the public works when, and if, regular industrial employment picks up.

3. A measure providing authority for the President to recruit a Civilian Conservation Corps for forestry work under the direction of the Army, Labor Department and Forestry Service. We are of the opinion that the work to be done by this Corps should be strictly limited to works which are not available as projects for public works, either by the National Government or the State governments, and that it is highly desirable that they should be specifically confined to forestry and soil erosion projects in the Bill.

To confine it to such projects specifically will overcome much of the growing alarm regarding the wisdom of this measure, and will serve to reassure those interested in the constructive permanent relief and stabilization of our population, that no enormous dislocation of population is anticipated with all of the social maladjustments which follow such a program. It will also relieve the minds of those who fear the depressing effect on the wage levels of free labor, due to the wide use of this recruited army, and also those who feel that works which should be done by contract by free labor will be progressively urged as suitable for the Conservation Corps, thus further limiting the opportunity to secure normal work and wages.

We respectfully suggest that these three measures be presented as three separate Bills, in order that the debate and discussion on them should be suitably divided and differentiated, but that they be introduced at the same time, at your request, and covered by a message from you in which you point out that this is a three-fold attack upon the suffering and distress caused by unemployment, that it is constructive, that it is generous, that it is flexible, and that prompt action upon the three Bills will really start the reconstruction period in the way in which the Democratic Party has promised, by beginning at the bottom with those who are the great wage-earning and purchasing class, and trusting that prosperity will work up through all of the groups in the country. The note of the definite intention to build up the purchasing power of the wage-earners as the true stimulant to business by making a market should also be emphasized, in our opinion.[2]

Respectfully submitted,

[GEORGE H. DERN]
[HAROLD L. ICKES]
[HENRY A. WALLACE]
[FRANCES PERKINS]

[OF 268:CT]

[1]This was done at a conference held on the morning of March 15 in the office of the Secretary of War *(The Secret Diary of Harold L. Ickes,* New York: Simon and Schuster, 1953, I, 7; hereinafter cited as *Ickes' Diary).*

[2]The bill as originally drafted contemplated the employment of a civilian conservation corps in public works of all kinds: ". . . such as forestation on National and State lands, prevention of soil erosion, control of floods, river and harbor improvement, power development, reclamation, drainage, inland waterways, inter-coastal communications, roads and trails, and other public improvements . . ." (section 2 of draft bill enclosed in Finney to Rucker, March 11, 1933, OF 268). Following the conference mentioned in the preceding note the bill was redrafted by Acting Judge Advocate General Rucker and the kind of work the proposed conservation corps could do was restricted to conservation projects such as "forestation on the National and State lands, prevention of soil erosion, and construction, maintenance or repair of roads and trails on the public domain, the National parks, National forests, and other Government reservations (section 4 of draft bill enclosed in Rucker to Wallace, March 16, 1933, OF 268).

In discussing the proposed legislation, the newspapers stressed the assembling of the unemployed in camps at construction centers (cf. New York *Times*, March 11, 1933, p. 7). By March 13 the use of 200,000 men in reforestation and on projects "such as the Tennessee basin development" was being talked of; by March 14 the plan "outlined by President Roosevelt prior to his inauguration" was mentioned for the first time *(ibid.*, March 14, 1933, p. 20; March 15, 1933, pp. 1, 3). Ickes, in his diary entry cited above, characterized the bill as one that would "take unemployed men out of the crowded areas and put them to work in the national forests, etc."

132 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *March 21, 1933*

To THE CONGRESS: It is essential to our recovery program that measures immediately be enacted aimed at unemployment relief. A direct attack in *[sic]* this problem suggests three types of legislation.

The first is the enrolment of workers now by the Federal Government for such public employment as can be quickly started and will not interfere with the demand for or the proper standards of normal employment.

The second is grants to States for relief work.

The third extends to a broad public works labor creating program.

With reference to the latter I am now studying the many projects suggested and the financial questions involved. I shall make recommendations to the Congress presently.

In regard to grants to States for relief work, I advise you that the remainder of the appropriation of last year will last until May. Therefore, and because a continuance of Federal aid is still a definite necessity for many States, a further appropriation must be made before the end of this special session.

I find a clear need for some simple Federal machinery to coordinate and check these grants of aid. I am, therefore, asking that you establish the office of Federal Relief Administrator, whose duty it will be to scan requests for grants and to check the efficiency and wisdom of their use.

The first of these measures which I have enumerated, however, can and should be immediately enacted. I propose to create a civilian conservation corps to be used in simple work, not interfering with normal employment, and confining itself to forestry, the prevention of soil erosion, flood control and similar projects. I call your attention to the fact that this type of work is of definite, practical value, not only through the prevention of great present financial loss, but also as a means of creating future national wealth. This is brought home by the news we are receiving today of vast damage caused by floods on the Ohio and other rivers.

Control and direction of such work can be carried on by existing machinery of the departments of Labor, Agriculture, War and Interior.

I estimate that 250,000 men can be given temporary employment by early summer if you give me authority to proceed within the next two weeks.

I ask no new funds at this time. The use of unobligated funds, now appropriated for public works, will be sufficient for several months.

This enterprise is an established part of our national policy. It will conserve our precious natural resources. It will pay dividends to the present and future generations. It will make improvements in national and state domains which have been largely forgotten in the past few years of industrial development.

More important, however, than the material gains will be the moral and spiritual value of such work. The overwhelming majority of unemployed Americans, who are now walking the streets and receiving private or public relief, would infinitely prefer to work. We can take a vast army of these unemployed out into healthful surroundings. We can eliminate to some extent at least the threat that enforced idleness brings to spiritual and moral stability. It is not a panacea for all the unemployment but it is an essential step in this emergency. I ask its adoption.[1]

[W. H. PRESS RELEASES:M]

[1]This text is that of the official White House mimeographed press release; also present (Speech File) are the first and second drafts. The first draft was shortened by Roosevelt by about two hundred words and was otherwise revised by him. In the second he made four minor revisions in phrasing. Authorship of the draft is not indicated but the language suggests that it was composed by Roosevelt. A comparison of the text here printed with that sent to the Congress (microfilm in the Roosevelt Library) shows that in the latter one sentence was crossed out (at the end of the paragraph beginning, "I ask no new funds . . ."); this read: "Before the close of the special session an additional appropriation will be necessary to carry the work on until the regular session. In other respects the texts are the same.

In the Senate this message was referred to the Committee on Education and Labor; in the House, to the Committee on Labor *(Cong. Rec.,* 73d Cong., 1st sess., 77:1, 650, 659-660).

133 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO SENATOR DAVID I. WALSH OF MASSACHUSETTS

[WASHINGTON] *Mar. 28, 1933*

DEAR SENATOR WALSH: The President has requested me to inform you that while he does not favor the use of any labor or men provided by Senate bill 598, as reported from your Committee[1] to the Senate on March 27, for tree planting, forest improvement, or other work chiefly beneficial to the private land owner, he believes it essential to accomplish the full intent of the bill that an amendment to it be made, preferably after "desirable" in line 24, page 4, of the bill, as follows:

Provided, That the President may in his discretion extend the provisions of this Act to lands owned by counties and municipalities and lands in private ownership, but only for the purpose of doing thereon such kinds of cooperative work as are now provided for by Acts of Congress in preventing and controlling forest fires and the attacks of forest tree pests and diseases and such work as is necessary in the public interest to control floods.

The President states that the public benefits to be derived from the cooperative work covered by the amendment in the furtherance of activities already authorized by Congress are so apparent that there can be no reasonable objection to its inclusion in the bill.[2]

Sincerely yours,

[HENRY A. WALLACE]

[Notation: A] Noted War

[13:OF 268:T:PHOTOSTAT]

[1]Senate Committee on Education and Labor.

[2]As introduced the bill did not provide for conservation work on county, municipal or private lands. The Forest Service had from the first urged that the bill also apply to lands other than Federal or state on the ground that Federal and state land holdings in the East were limited in extent and that it would be "to the public interest to carry on a number of the contemplated activities on private lands for the purpose of developing and perpetuating the national timber supply and for other purposes of that general character" (Acting Forester E. E. Carter to Tugwell, March 17, 1933, OF 268). Forester Stuart urged this before the joint committee hearings, pointing out that neglect of flood control work and disease and fire preventive measures on private lands could have serious effects on other parts of the watershed *(Unemployment Relief,* Joint Hearings before the Committee on Education and Labor, Senate, and the Committee on Labor, House of Representatives, 73d Cong., 1st sess., on S. 598, a Bill for the Relief of Unemployment through the Performance of Useful Public Work and for Other Purposes, March 23-24, 1933, Washington, 1933, pp. 6-7).

The committee took no action on Stuart's recommendation but the bill was amended in the Senate to permit forest fire and disease preventive measures and flood control work on county, municipal and private lands. Senator Walcott (Conn.), who introduced the amendment, made it clear that the President did not propose to use the act "for tree planting, forest improvement, or other work chiefly beneficial to the private-land owner" *(Cong. Rec.,* 73d Cong., 1st sess., 77:1, 916-918).

134 PRESS CONFERENCE, Executive Offices of the White House, March 29, 1933, 10:28 A. M.

[Excerpt] Q: What type of organization are you going to set up to mobilize the unemployed on this forestation program?

The President: I cannot tell you anything definite yet. Probably I will have to have somebody to act as director of the whole works, but that means, of course, that he will have to work through existing Federal agencies. For instance, on the initial enrollment, it will be the Department of Labor plus Army facilities, such as trucks and things like that. Then the actual taking in of the men to camp and maintaining them at camp will be an Army feature and the actual work supervision—the supervision of the work will be either an Interior problem or an Agriculture problem, one or the other.

Q: Or both.

The President: Or both.

Q: Will that mean concentration camps?

The President: Do not use that word. It sounds too much like that which some of us older people remember as used in the Cuban episode of 1907 and 1908. I do not know what you could call them. They are merely way-stations to be used on the way to the camps, at which

the boys will be properly treated, outfitted and given a complete medical examination. That is about all.

Q: Why not call them cantonments?

The President: Well, a cantonment has a more permanent sound. I hope that we can keep them there just as short a time as possible. The Army, in talking in a preliminary way, says two weeks. I think that is much too long. I think we could keep them in camp a maximum of one week, which would be quite enough. It saves money to keep them out on the job as long as we can.

Q: How soon do you think we can get them out, Mr. President?

The President: I should think we can get the first people enrolled within two weeks after the passage of the bill. That means they probably could not get to camp until three weeks. Of course, we cannot start off with 250,000 at one time. That will take quite a while.[1]

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]For a brief account by Roosevelt of the organization of the Civilian Conservation Corps, see note in Rosenman (ed.), *Public Papers*, II, 108-110. The file on the CCC in the Roosevelt Library is voluminous; with respect to its initial organization the following reports are especially important: Col. Duncan K. Major, Jr., War Department representative on the Emergency Conservation Work Advisory Board Council, to Fechner, June 30, 1933, and Fechner to Roosevelt, July 1, 1933 (OF 268). Both reports were issued as news releases on July 3, 1933.

135 AN ACT FOR THE RELIEF OF UNEMPLOYMENT THROUGH THE PERFORMANCE OF USEFUL PUBLIC WORK, AND FOR OTHER PURPOSES, approved March 31, 1933

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That for the purpose of relieving the acute condition of widespread distress and unemployment now existing in the United States, and in order to provide for the restoration of the country's depleted natural resources and the advancement of an orderly program of useful public works, the President is authorized, under such rules and regulations as he may prescribe and by utilizing such existing departments or agencies as he may designate, to provide for employing citizens of the United States who are unemployed, in the construction, maintenance and carrying on of works of a public nature in connection with the forestation of lands belonging to the United States or to the several States which are suitable for timber production, the prevention of forest fires, floods and soil erosion, plant pest and disease control, the construction, maintenance or repair of paths, trails and fire lanes in the national parks and national forests, and such other work on the public domain, national and State, and Government reservations incidental to or necessary in connection with any projects of the character enumerated, as the President may determine to be desirable: *Provided,* That the President may in his discretion extend the provisions of this Act to lands owned by counties and municipalities and lands in private ownership, but only for the purpose of doing thereon such kinds of co-operative work as are now provided for by Acts of Congress in preventing and controlling forest fires and the attacks of forest tree pests and diseases and such work as is necessary in the public interest to control floods. The President is further authorized, by regulation, to provide for housing the persons so employed and for furnishing them with such subsistence, clothing, medical attendance and hospitalization, and cash allowance, as may be necessary, during the period they are so employed, and, in his discretion, to provide for the transportation of such persons to and from the places of employment. That in employing citizens for the purposes of this Act no discrimination shall be made on account of race, color, or creed; and no person under conviction for crime and

serving sentence therefor shall be employed under the provisions of this Act. The President is further authorized to allocate funds available for the purposes of this Act, for forest research, including forest products investigations, by the Forest Products Laboratory.

Sec. 2. For the purpose of carrying out the provisions of this Act the President is authorized to enter into such contracts or agreements with States as may be necessary, including provisions for utilization of existing State administrative agencies, and the President, or the head of any department or agency authorized by him to construct any project or to carry on any such public works, shall be authorized to acquire real property by purchase, donation, condemnation, or otherwise, but the provisions of section 355 of the Revised Statutes shall not apply to any property so acquired.

Sec. 3. Insofar as applicable, the benefits of the Act entitled "An Act to provide compensation for employees of the United States suffering injuries while in the performance of their duties, and for other purposes," approved September 7, 1916, as amended, shall extend to persons given employment under the provisions of this Act.

Sec. 4. For the purpose of carrying out the provisions of this Act, there is hereby authorized to be expended, under the direction of the President, out of any unobligated moneys heretofore appropriated for public works (except for projects on which actual construction has been commenced or may be commenced within ninety days, and except maintenance funds for river and harbor improvements already allocated), such sums as may be necessary; and an amount equal to the amount so expended is hereby authorized to be appropriated for the same purposes for which such moneys were originally appropriated.

Sec. 5. That the unexpended and unallotted balance of the sum of $300,000,000 made available under the terms and conditions of the Act approved July 21, 1932, entitled "An Act to relieve destitution," and so forth, may be made available, or any portion thereof, to any State or Territory or States or Territories without regard to the limitation of 15 per centum or other limitations as to per centum.

Sec. 6. The authority of the President under this Act shall continue for the period of two years next after the date of the passage hereof and no longer.

Approved, March 31st 1933.[1]

[48 *Stat.* 22]

[1]The importance of this act among the conservation measures of Roosevelt's administration, and his intimate connection with it, warrant its publication here. The original bill was introduced in the Senate on March 21, 1933, as S. 598, by Senators Robinson (Ark.) and Wagner (N. Y.), and in the House on the same date as H. R. 3905, by Representative Byrns (Tenn.) *(Cong. Rec.,* 73d Cong., 1st sess., 77:1, 652, 701). The bill authorized the President to create a civilian conservation corps from the unemployed to be used on public works such as reforestation, prevention of soil erosion and of floods; no limitation, however, was placed on the kind of projects. An enrollment period of one year was provided for, with no discharge during this period without permission ("except under such rules or regulations as the President may decide"), and a $30 per month pay limit. (A copy of the bill as introduced may be found in the New York *Times* of March 22, 1933, p. 2, and in the hearings cited below.)

The Senate Committee on Education and Labor and the House Committee on Labor held joint hearings on the Senate bill on March 23-24, 1933. Representatives of organized labor opposed the measure as militaristic and degrading to labor, referring to the proposed use of the Army in recruiting and supervising the men, the fixed enrollment period, and the low, fixed rate of pay *(Unemployment Relief,* 73d Cong., 1st sess., Joint Hearings on S. 598, Washington, 1933, pp. 44-61, 63-67). (The hearings are summarized in some detail in Charles Price Harper, *The Administration of the Civilian Conservation Corps,* Clarksburg, W. Va., 1939.) In consequence of the opposition of labor, the Senate bill was rewritten by the Senate committee: the fixed wage and fixed term of enlistment were removed, and conditions of employment were left to the discretion of the President. (A section-by-

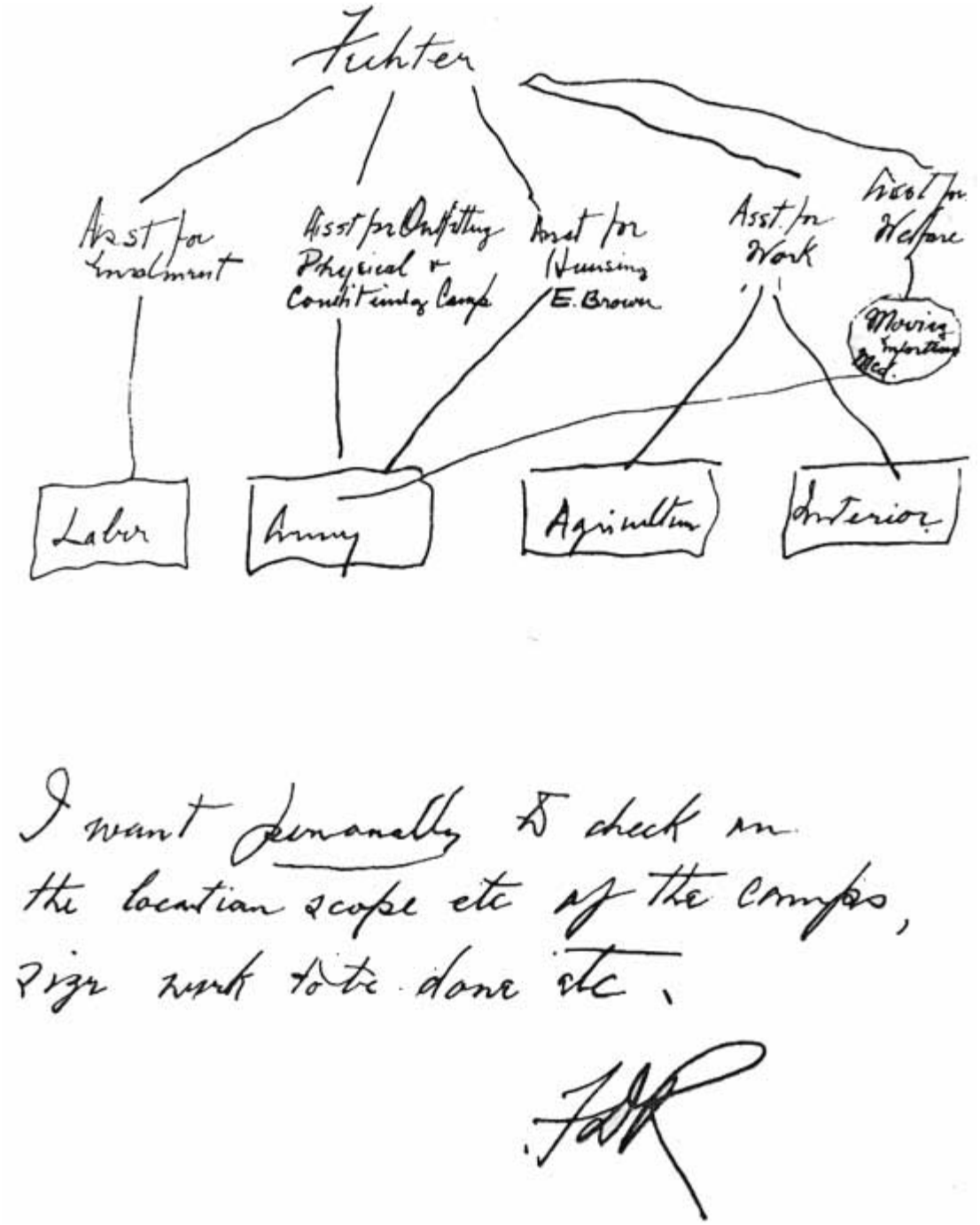
section comparison of the second bill with the first was made by Senator Walsh in reporting the new version, *Cong. Rec.,* 77:1, 861-872.) A report on the House bill, as amended, is printed, *Unemployment Relief,* 73d Cong., 1st sess., H. Rept. 13 to accompany H. R. 3905 (Washington, 1933).

In the Senate the bill was criticized for the wide and undefined powers it gave to the President, and the provision permitting the use of unobligated public works funds (section 4) aroused fears that these funds would not be reappropriated. The authorization given to the President to acquire real property in administering the act aroused fears that unwarranted additions would be made to the public domain; on the other hand, representatives of states with little available public land feared that their states would derive no benefit from the proposed reforestation work. Senate amendments included a provision to extend the act to county, municipal and private lands in furtherance of existing cooperative forest fire and flood control measures (in section 1 of the act as approved); a provision barring the acquisition of lands unless they were contiguous to existing public lands (later repealed by the House); and sections 5 and 6 in their entirety *(Cong. Rec.*, 77:1,866-872, 929-937).

In the House the Senate bill as amended was taken up in lieu of the House bill. It was criticized as being anti-labor, deflationary and paternalistic. Its defenders argued that it was a relief, not an employment, bill, and pointed out its merits as a conservation measure: the forests to be created would be economically profitable; there was need for protection against forest fires and diseases; forests would prevent floods and erosion; and it would be possible, under the bill, to protect the new second-growth forests of the South. Of the numerous amendments offered, two were adopted: the anti-discriminatory provision in section 1, and one repealing the restriction (added by the Senate) on the President's authority to acquire real property. The Senate accepted the House changes on March 30 and the President signed the bill on March 31, 1933 *(ibid.,* pp. 953-954, 954-995, 1012-1013, 1102).

There is in the Roosevelt Library a typed copy of the bill as rewritten by the joint committee, sent by Senator Walsh to Roosevelt with a note, March 25, 1933 (OF 268), asking if he had "any suggestions as to modifications or changes." Also present is a printed copy of the bill as passed by the Senate on March 28, 1933, with the Senate amendments underscored, and bearing the notation "From Cong Byrns 3/29— 12^{15} p.m."

136 AN EMERGENCY CONSERVATION WORK CHART PREPARED BY ROOSEVELT, April 3, 1933



I want personally to check on the location scope etc of the camps, Pigs work to be done etc.

F.D.R.

[13:OF 268:AS:Photostat][1]

[1]The date of this chart is approximate. Roosevelt may have sketched it at a White House conference held on April 3, 1933, at which a plan of enlisting the unemployed and of getting them to the camps was decided upon. (It will be noted that he misspelled Fechner's name.) Those present were Horace Albright, director of the National Park Service, John D. Coffman, fire control expert for the Park Service, William G. Howard, of the New York State Conservation Department, Forester R. Y. Stuart, Assistant Forester C. M. Granger, Col. Duncan K. Major, Jr., of the War Department, and W. Frank Persons, of the Labor Department (New York *Times,* April 4, 1933, p. 15). By Executive Order 6101, April 5, 1933, Roosevelt appointed Robert Fechner Director of Emergency Conservation Work and established the agency's form of organization. (A four-page memorandum from Acting Judge Advocate General Rucker to the Chief of Staff, March 27, 1933, commenting on a draft executive order to carry out the law, is present, OF 268.)

Fechner (1876-1939), a machinist by trade, was from 1913 to 1933 executive officer of the International Association of Machinists. His appointment was intended to be an assurance to labor that it had nothing to fear from the Emergency Conservation Work Act.

137 ROOSEVELT TO THE CONGRESS

[THE WHITE HOUSE] *April 10, 1933*

TO THE CONGRESS: The continued idleness of a great national investment in the Tennessee Valley leads me to ask the Congress for legislation necessary to enlist this project in the service of the people.

It is clear that the Muscle Shoals development is but a small part of the potential public usefulness of the entire Tennessee River. Such use, if envisioned in its entirety, transcends mere power development: it enters the wide fields of flood control, soil erosion, afforestation, elimination from agricultural use of marginal lands, and distribution and diversification of industry. In short, this power development *of war days* leads *logically* to national planning for a complete river watershed involving many States and the future lives and welfare of millions. It touches and gives life to all forms of human concerns.

I, therefore, suggest to the Congress legislation to create a Tennessee Valley Authority ~~—which is~~ a corporation clothed with the power of government but possessed of the flexibility and initiative of a private enterprise. It should be charged with the broadest duty of planning for the proper use, conservation and development of the natural resources of the Tennessee River drainage basin and its adjoining territory for the general social and economic welfare of its ~~inhabitants~~ *the nation.* This Authority should also be clothed with the necessary power to carry these plans into effect. Its duty should be the rehabilitation of the Muscle Shoals development and the coordination of it with the wider plan.

Many hard lessons have taught ~~this nation~~ *us* the human waste that results from lack of planning. Here and there a *few* wise cities *and counties* have looked ahead and ~~a few counties also have~~ planned. But our nation has "just grown." It is time to extend planning to a wider field, in this instance comprehending in one great project many States directly concerned with the basin of one of our greatest rivers.

This in a true sense is a return to the spirit and vision of the pioneer. If we are successful here we can march on, step by step, in a like development of other great natural territorial units within our borders.[1]

[FRANKLIN D. ROOSEVELT]

[SPEECH FILE:T]

[1]This text is the final draft of three drafts (no copy of the message as sent to the Congress is present). All the deletions and interpolations (the latter shown by italic) are in Roosevelt's hand; with the changes indicated the text is that as read in the Congress on April 10, 1933.

Senator Norris (Nebr.) had been asked by Roosevelt in a note of March 13, 1933 (OF 44), to consult with him on the Tennessee Valley development: "We must decide very soon on procedure and if the Congress should take recess for three weeks, I think we should have the bill ready as soon as the Congress resumes. Norris, with Representative McSwain (S. C.) and Representative Hill (Ala.), met with the President on April 1 and 7 and discussed the legislation contemplated (PPF I—O). After the first of these conferences Norris likened the proposed Tennessee Valley bill to the CCC bill and said that it would be "the start of a national program . . . providing for reforestation, control of flood waters, utilization of marginal lands and development of power" (New York *Times,* April 2, 1933, p. 18). Roosevelt, in a lengthy note to his Congressional message as printed in Rosenman (ed.), *Public Papers,* II, 122-129, linked his New York State experience in land-use planning with the Tennessee Valley project and referred to the latter as "regional planning on a scale never attempted before."

On April 11 Norris introduced S. 1272, "To improve the navigability and to provide for the flood control of the Tennessee River, to provide for reforestation and the proper use of marginal lands in the Tennessee Valley; to provide for the agricultural and industrial development of said valley; to provide for the national defense by the creation of a corporation for the operation of Government properties at and near Muscle Shoals in the State of Alabama, and for other purposes." Rankin (Miss.) introduced the companion bill, H. R. 4883, in the House on the same day, and McSwain (S. C.) introduced a somewhat different measure, H. R. 4859, also on the same day. On April 20, Hill (Ala.) introduced another bill, H. R. 5081 *(Cong. Rec.*, 73d Cong., 1st sess., 77:2, 1460, 1531, 2055). The House took up the last-named bill and the act as approved May 18, 1933, was the result of conferences on the Norris and Hill bills.

During the debate the question arose of the extent of Roosevelt's participation in the drafting of the legislation. McSwain said that the President had not drafted either of the bills but had considered only their "general broad principles" *(ibid.,* 77:2, 2179). Considering the highly technical character of the legislation, it would seem that the explanation should have been unnecessary. As a matter of fact.

Roosevelt did suggest that provision of the act by which the Tennessee Valley Authority was permitted to issue bonds for the construction of electric power or transmission facilities, although Norris was afraid the bonds would be unsaleable *(ibid.,* 77:3, 2662).

In the course of the opening debate on the bill (during discussion of the imposition of limited debate) Representative Carpenter (Nebr.), a Democrat, expressed doubt that it was an Administration measure. O'Connor (N. Y.), answered by saying that he understood it was, although he did not "speak with any personal authority" *(ibid.,* 77:2, 2179). This is curious in light of the message itself.

138 ROBERT Y. STUART, FORESTER, FOREST SERVICE, TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *April 18, 1933*

DEAR MR. SECRETARY: As a corollary to the memorandum of even date in relation to the purchase of national-forest lands with funds made available by the Act approved March 31, 1933,[1] it may be well to comment on the land phase of the general forest situation as determined and understood by the Forest Service, and thus make it evident that the recommended program of forest-land acquisition is in full accord with the definitely established trends in forest economy and forest-land ownership.

Your letter of March 28 to the President of the Senate, transmitting the report required by the Copeland resolution,[2] stated that practically all of the major problems of American forestry center in, or have grown out of, private ownership; that first among the assured means of approaching a satisfactory solution of the forest problem are a large extension of public ownership and more intensive management on all publicly-owned lands. Such vital requirements as the protection of major watersheds, the restoration to forest cover of lands unwisely cleared for farm-crop production, the redemption of forest lands that have been depleted or denuded by destructive forms of logging, followed by fire or unchecked attacks of insects or disease will not be met by private initiative; sometimes because of sheer inertia, sometimes because of unsound tendencies towards quick exploitation, and sometimes because the costs while justified by general public benefits can not be compensated by direct financial returns to owners. Where these conditions exist, public ownership is the sole means of protecting imperative requirements of public welfare.

As a feature of the Copeland report, an analysis was made by forest types and regions of the probable extent to which private ownership could and would meet essential requirements of public interest in the management of their lands. The net conclusion was that if the economic and social values of the forest lands now privately owned are adequately to be safeguarded and conserved, public ownership of approximately 224 million acres of such lands eventually

will be inevitable.

The calculation is, of course, somewhat theoretical and factors now unforeseen may modify it in some degree, but it seems clearly evident that public ownership of forest lands must in time triple or quadruple in area.

It was assumed that the States containing these lands would recognize an obligation and would have a desire to protect, manage, and administer them to the fullest degree permitted by their constitutional and financial limitation. A careful analysis of present and prospective State plans and programs indicated that the States would not be prepared to assume ownership of and adequately protect and manage more than 90,000,000 acres of this new public domain. Approximately 134 million acres thus would become an obligation upon the Federal Government; unless it were to remain subject to neglect and deterioration ultimately destructive of its major social and economic values and services.

Even if subjected to heavy discounts, these determinations indicate in a striking way that the early purchase of eight million acres of land by the Federal Government would be wholly consistent with the whole trend of land economy and subject to no criticism other than on the grounds of inadequacy.[3]

Very sincerely yours,

R. Y. STUART

[Notation: A] Copy for Mr. Howe.

[13:OF I—C:CTS]

[1]The Emergency Conservation Work Act.

[2]*A National Plan for American Forestry,* 73d Cong., 1st sess., S. Doc. 12 (Washington, 1933). This was prepared by the Forest Service in compliance with a resolution introduced by Senator Copeland (N. Y.) in the preceding Congress (S. Res. 175, 72d Cong., 1st sess.). As therein printed, Wallace's letter of transmittal is dated March 27, 1933.

[3]With the letter was enclosed a Geological Survey map showing existing and potential national forest areas.

139 ROBERT Y. STUART, FORESTER, FOREST SERVICE, TO LOUIS M. HOWE, PERSONAL SECRETARY TO THE PRESIDENT

WASHINGTON, *April 19, 1933*

MEMORANDUM FOR MR. HOWE: On April 17 I mentioned to you a request made of me by Secretary of Agriculture Henry A. Wallace that I submit a plan for the use of $25,000,000 of the funds made available by the Act of March 31, 1933, "For the relief of unemployment through the performance of useful public work, and for other purposes," for the purchase of forest lands and related agricultural lands.

Secretary Wallace informed me that the President had expressed as his desire that there be set up from the funds above mentioned the sum of $25,000,000 for the purchase of approximately 8,000,000 acres of forest land and related agricultural land, at an average price of about $3.00 per acre.

The attached memorandum of April 18 from me to Secretary Wallace, approved by him on

April 19, is accordingly submitted for the consideration of the President.

Sincerely yours,

R. Y. STUART

[13:OF 268:TS]

140 *[Enclosure]* ROBERT Y. STUART TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *April 18, 1933*

DEAR MR. SECRETARY: Reference is made to the President's suggestion anent the use of $25,000,000 of the funds made available by the Act approved March 31, 1933, for the purchase of forest lands and related agricultural lands at an average price of $3.00 per acre:

Under the provisions of the so-called Weeks and Clarke-McNary Laws, the Secretary of Agriculture, with the approval and concurrence of the National Forest Reservation Commission, hitherto has established 42 purchase areas, within 20 of the States east of the Great Plains, within which to acquire lands for national-forest purposes. In 31 of these units, situated in 19 of the States, there has been purchased or is in process of purchase an aggregate of 4,727,680 acres; and there has been reserved from the public domain or transferred from other departments or acquired by exchange a total of 2,503,875 acres; so that the total area under Federal control is now 7,231,555 acres. These areas are all under active field management, protection, and administration.

The remaining 11 purchase areas, including the one in Kentucky which now has no National Forests, contain no land under Federal control and are not under field protection and management, but they have been carefully examined and covered by detailed reports; and contain a great deal of land that has been examined, appraised, and optioned by the owners at prices believed to be acceptable to the National Forest Reservation Commission.

Within the 31 areas under administration, there are approximately 5,122,266 acres of private lands believed to be chiefly valuable for forest purposes and integrally related to the lands now under Federal control. In the other 11 units there are approximately 1,828,900 acres of lands of the same classes. Contiguous to the boundaries of the 42 established units are certain areas integrally related thereto which might properly and eventually should be acquired for national-forest purposes, involving 688,576 acres.

Then, additionally, there are within the 42 units approximately 989,000 acres not hitherto considered for Federal purchase because they were believed to be more valuable for agriculture than for forestry. Recent economic trends have tended to reduce their value for farm-crop production and the prices at which they can be acquired by purchase. It seems safe to assume that one-third of these so-called agricultural lands could be acquired at prices which would not raise the average price of all the lands above $3.00 per acre.

The total minimum area that could be purchased within these 42 established units is therefore approximately 7,969,700 acres; comprising all of the lands now classified as chiefly valuable for forestry, and one third of the lands hitherto regarded as agricultural. The facts available are insufficient to justify specific guarantees, since the prices acceptable to the owners under present conditions have not definitely been determined. It is, however, the belief that practically all these lands could be purchased for $25,000,000.

But a factor demanding consideration is that in addition to the payments actually made for the lands, there are certain costs incident to their purchase, namely, for examinations, cruises, appraisals, negotiations, surveys, title examinations, etc. In the past these costs have averaged about 15 per centum of total expenditures, but it is believed that hereafter they can be held to 12 per centum. If $25,000,000 were the maximum available for expenditure, $3,000,000 would be necessary to cover costs of purchase, leaving $22,000,000 to pay for lands; an amount hardly sufficient to acquire all of the lands above described. The alternative would be to make an additional allotment to cover the cost of purchasing $25,000,000 worth of lands, which would be approximately $3,415,000. In view of the limit of $25,000,000 tentatively suggested by the President, the alternative is not being recommended, although it would better promote the general program.

In my judgment, such an expenditure of the available funds would be productive of the best net results, both to forestry and to the movement for unemployment relief, for the following reasons:

1. The 42 units are situated in 20 different States, viz: Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Maine, Michigan, Minnesota, Mississippi, New Hampshire, North Carolina, Oklahoma, Pennsylvania, South Carolina, Tennessee, Vermont, Virginia, West Virginia, and Wisconsin.

2. The 42 units were selected and established because they represented the most acute need for Federal action in relation to the whole range of forest types and entire problem of watershed protection and reforestation.

3. Thirty-one of the units are under active field management with resident personnel, detailed plans of management, at least partial systems of protective and administrative improvements, excellent records of ownership, etc. The other 11 are covered by preliminary plans of management, for most of them ownership records are available and in several the work of examining and appraising land was well under way when the purchase activities were suspended. In the Cumberland Unit in Kentucky, for example, 107,138 acres were examined, appraised and largely optioned but could not be acquired. In the new Mesaba Unit in Minnesota 15,724 acres covered by options were passed over.

4. The agricultural lands embraced in these units largely are of submarginal character and mainly related in the same ownerships with lands chiefly valuable for forest purposes. They are the types of agricultural lands which properly can be withdrawn from farm-crop production and dedicated to timber production.

5. The work of acquisition could be quickly initiated and consummated. The preliminary investigations have all been made. Much of the land has been examined and appraised. The landowners are familiar with the procedure of Federal purchase. Questions relating to titles, as affected by State laws, largely have been worked out. More than one million acres undoubtedly could be purchased during the first six months and with adequate funds available the purchase of the entire area largely could be accomplished within a couple of years, provided the owners of the lands were willing to accept fair prices. Should a tendency to ask unreasonable prices develop, the establishment of new purchase areas would create equivalent and alternative fields for purchases.

6. The intermingled private lands add largely to the difficulty and cost of administering the lands now under public control, particularly in relation to the present program of unemployment relief. Each tract passed to Federal ownership would reduce costs of protection and administration and enhance the opportunity for effective employment of the Civilian Conservation Corps.

7. Standards of soil and timber valuation have been worked out and established in all but a few of the units and are known to the landowners therein, so that the delays incident to the initiation of purchases in new areas would be avoided.

I, therefore, submit the following recommendations for your consideration:

A. That the program of forest-land purchase outlined above, or so much of it as can be accomplished with funds available, be approved as the most urgent and desirable initial action toward (1) the adequate extension of the national policy of forest-land protection and management, and (2) creating the most favorable conditions for the effective employment of the Civilian Conservation Corps authorized by the Act approved March 31, 1933, and that the Forester be authorized to carry it into execution as rapidly as practicable.

B. That to carry out this program, $25,000,000 be allocated for expenditure by the Secretary of Agriculture, with the approval of the National Forest Reservation Commission, in conformity with the procedure established by the Act of March 1, 1911 (36 *Stat.* 961) as amended, and the long established practices developed under that act.

C. That not to exceed 12 per centum of said $25,000,000 be allotted to cover the costs of land examination, cruises, appraisal, survey, title examination, and other expenses incident to purchase; that the Forester be authorized, subject to your approval, to temporarily employ such additional technical or other personnel as may be required to perform such duties as can not be performed by the regular personnel of the Forest Service, and that to facilitate such employment the usual Civil Service restrictions shall be waived with the understanding that so far as practicable selections for appointment shall be made from the Civil Service registers where available and time permits.[1]

Very sincerely yours,

R. Y. STUART

Approved: April 19, 1933.
H. A. WALLACE, Secretary of Agriculture

[13:OF 268:TS]

[1]On May 12, 1933, the National Forest Reservation Commission endorsed the recommendations of this memorandum (Dern to Roosevelt, May 12, 1933, OF 268). On May 20, 1933, Roosevelt allocated (by Executive Order 6135) $20,000,000 for purchase of forest lands within the forty-two existing national forest purchase units. The complete acquisition of these units required the further purchase of 7,600,000 acres but progress toward this had stopped for lack of funds. Although a number of difficulties arose which hindered the immediate beginning of the purchase program, by the end of the summer Forester Stuart was able to say that the stimulus of the new fund was "tremendous": "The incomplete condition of the purchase units was a serious obstacle to the most effective use of the Civilian Conservation Corps on the eastern national forests. But the whole outlook was changed literally overnight when the new fund was unexpectedly made available by the President" *(Report of the Forester, 1933,* Washington, 1933, p. 15).

141 ROOSEVELT TO SENATOR CLARENCE C. DILL OF WASHINGTON

[WASHINGTON] *April 20, 1933*

MY DEAR SENATOR DILL: I have your letter of April 17th in regard to the Columbia Basin project in which you suggest that, under the laws of the State of Washington, a power district or irrigation district could be formed and, after securing a permit from the Federal Power Commission, could build a dam and make contracts for sale of power, thus making

possible an application to the Reconstruction Finance Corporation for a loan as a self-liquidating project.[1]

May I give you what amounts to a snap judgment, because of the fact that I have not had any opportunity to make a study of the details of the Columbia Basin project?

First, I still hold to the thought in my speech in Portland, Oregon, last autumn that the Columbia Basin development is national in its scope and should be developed after careful national planning. It affects, of course, a number of States.

Second, I see no objection to a partial development of a dam site through a State regional public body, provided three factors are present— (a) that the plans fit in with the board general plan for the development of the Valley— (b) that the works undertaken be so constructed as to enable them to be added to and not torn down when a larger development takes place— (c) that the project be self-sustaining.

Third, if the plan can be worked out on a self-sustaining basis, I see no reason why it should not be financed by the Reconstruction Finance Corporation in the same manner as they have already financed several large projects like the San Francisco Bridge and similar large undertakings.

Fourth, it is my thought at the present time that the features involving irrigation of new lands should be deferred until such time as existing lands suitable for agriculture have been taken up.

If the State of Washington is prepared to discuss this whole matter further, I shall be glad to have it taken up by representatives of the several Federal Departments involved. These would seem to me to be Interior, Agriculture, Labor and War Departments, and also the Federal Power Commission.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

RT

[13:OF 360:CT]

[1]Dill also said, "During all the investigations on this project, irrigation has been one of the prime factors considered, but we are more and more convinced that this should be built as a power project with irrigation considered as an incidental factor" (OF 360). Although consideration of power conservation as such is outside the scope of this work, certain documents showing Roosevelt's views on regional planning have been included.

142 ROOSEVELT TO LEWIS W. DOUGLAS, DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *April 24, 1933*

MEMORANDUM FOR LEWIS DOUGLAS: What do you think of this suggestion which I have had the Chief Forester explore?[1]

My thought is that if we have to continue the Civilian Conservation Corps for a second year, as seems likely, a land purchase for some sum, not to exceed $25,000,000, would give us plenty of land to establish the camps on.

F. D. R.[2]

[13:OF 268:T]

[1]Above. (The title of the head of the Forest Service at this time was "The Forester" but he was commonly addressed as "Chief Forester.")

[2]Although not signed by hand, this is the ribbon copy of the memorandum. Many of Roosevelt's brief notes to members of the White House staff and to agency officials (he called them "chits") were left unsigned, his typed initials taking the place of his signature. Since they were dictated by him and typed by his secretary (Marguerite LeHand, and after June, 1941, Grace Tully), they are, however, more personal in character than letters drafted by others. Virtually all of Roosevelt's brief notes of this sort, whether signed or not, may be considered to have been dictated by him.

143 LEWIS W. DOUGLAS, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *Apr. 26, 1933*

MEMORANDUM FOR THE PRESIDENT: If ordinary expenditures are brought within revenues in 1934, it will be only by the narrowest margin. I see no possibility of providing for the Conservation Corps out of revenues. This being so, it seems to me that an expenditure for land ought to be avoided if possible.

I observe from [t]he Forester's letter that 7,231,555 acres in the states east of the great plains are now under Federal control.[1] The Forester says that these areas are all under active field management, protection, and administration, but, liberal as the Forest Service appropriations may be, it seems highly improbable that this can imply that there is no work to be done in these areas.

May I have your permission to go into the matter with the Forester, in order to determine whether presently-controlled areas do not offer a sufficiently wide scope for Conservation Corps activities?

L. W. DOUGLAS

[13:OF 268:TS]

[1]*Ante,* 140.

144 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *April 27, 1933*

MY DEAR MR. PRESIDENT: This Department feels much concerned over the lack of control of the grazing of livestock on the public domain, resulting in the destruction of forage and in serious soil deterioration.

A bill, H. R. 11816, jointly approved by this Department and the Department of Agriculture, passed the lower House on February 7, 1933, but failed of enactment in the Senate.[1] The bill in question would give the Secretary of the Interior broad powers to limit and regulate the use of the public domain for grazing purposes with the view to preventing partial or total destruction of a natural resource which is essential for our future well being. I am persuaded

of the necessity of such a law at as early a date as possible. Would you consider it advisable to have this bill reintroduced, but not as an Administration measure, at this special session of the Congress?

Sincerely yours,

/s/ HAROLD L. ICKES

[Notation: T] Yes, but there will be a howl. F.D.R.

[13:OF 633:T:COPY]

[1]This bill was introduced in the next session as H. R. 6462; see *post*, 227.

145 ROOSEVELT TO MRS. LEWIS S. THOMPSON, Red Bank, New Jersey

[WASHINGTON] *May 1, 1933*

DEAR GERALDINE: I am thrilled at the thought of your place becoming the first Dutchess County Park and you are doing a splendid thing for the County in memory of Margaret.[1]

Because this Park may be the forerunner of other parks and, indeed, of a County Park system, I am anxious that the mistakes of Westchester County and Monroe County and Erie County should be avoided. In each of these counties the Park system became a tail of various political kites and led to all sorts of extravagances.

That is why it is terribly important not to let the control of the Park get into the hands of the Board of Supervisors or of any political group. This, however, is a difficult condition because the maintenance funds probably must come from the County authorities.

There is one possible method that would serve as assurance for non-political control for some time to come in any event. This would be the obtaining of a special Charter from the Legislature creating a non-profit corporation to receive and hold the land and maintain it for public use, under regulations to be laid down by the Trustees, who would be named in the Charter and be self-perpetuating. These Trustees could then go to the Board of Supervisors and offer to open the Park, provided the County appropriated the funds.

You could best get advice by seeing either John Mack or Henry Hackett or whoever your lawyer is in Poughkeepsie.[2]

I do not need to tell you that I shall be delighted to talk with you about it at any time.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 88:CT]

[1]Margaret Lewis Norrie, sister of Mrs. Thompson, whose estate, adjoining Staatsburg, New York, became the Margaret Lewis Norrie State Park.

[2]Mack, a New York State Supreme Court judge, nominated Roosevelt for the Presidency at the Democratic National Convention in 1932. Henry Hackett, Hyde Park, was the Roosevelt family lawyer and an executor of Roosevelt's estate.

146 ROOSEVELT TO THE SECRETARIES OF INTERIOR AND AGRICULTURE AND THE DIRECTOR OF EMERGENCY CONSERVATION WORK

WASHINGTON, *May 3, 1933*

MEMORANDUM . . . I think it very important to put some camps into the prairie states. Senators and Congressman from Iowa, Kansas, Minnesota, Missouri, Montana, Nebraska, North Dakota, Oklahoma, South Dakota and Texas say that in most of these States the State government has flood control or soil erosion projects already engineered and capable of being started at once.

I wish you would make an effort to get some camps started on this work.

Will you let me know what you can do?[1]

F.D.R.

[13:OF 268:T]

[1]This refers to an undated letter from some of the senators and representatives of the states named (and also Ohio), asking that water conservation projects be established in their areas as a necessary preliminary to forestation programs (OF 268). Fechner replied May 6, 1933 (OF 268), that a definite plan had already been worked out for Iowa, and that as soon as the governors of the other states agreed to certain conditions he would cooperate with the state authorities in locating the work camps. The location of all work camps and the character of the work to be done on them had to be approved by Fechner and the President before the camps were set up (memoranda by Fechner, April 17 and 18, 1933, OF 268). Through Fechner and the departmental representatives Roosevelt kept in touch not only with major policy and administrative matters but also with details of camp conditions, costs, health of the men, the numbers enrolled in the various camps and personnel.

147 ROOSEVELT TO REPRESENTATIVE JOSEPH W. BYRNS OF TENNESSEE

[WASHINGTON] *May 11, 1933*

MY DEAR MR. BYRNS: I have not had an opportunity to write you and your colleagues before this in regard to the reforestation of private lands.[1] The point is that the Federal Government cannot properly undertake to reforest privately owned lands without some provision for getting its money back when the timber matures. If the State of Tennessee could make some arrangement to attain this end with the owners of the land, that would be a different story. I know you will see the objective. As a matter of fact, there is plenty of Federal and State owned land to keep us busy for a year or two. In the meanwhile it is worth exploring the private land problem.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

RT

[13:OF 149:CT]

[1]Byrns and other members of the Tennessee delegation in Congress in a letter of April 22, 1933 (OF 149), described the reforestation and erosion problem in western Tennessee and urged that Federal funds be used for corrective measures.

148 ROBERT Y. STUART, FORESTER, FOREST SERVICE, TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *May 12, 1933*

DEAR MR. SECRETARY: Attached is a copy of legislation which would carry out the recommendations of the Departmental Report on Senate Resolution 175.[1]

To facilitate review a summary of this proposed legislation is also attached.

The principal recommendations of the Departmental report are for a substantial increase in public ownership of forest land and for placing this land in productive condition, and these recommendations are reflected in the proposed bill. In addition, necessary provisions for strengthening cooperation with the States in order to afford a better opportunity for the practice of forestry on private lands are included, as is also some strengthening of the research which is necessary if the forestry enterprise is to succeed.

The present Administration is making a splendid contribution to the development of American forestry. The proposed legislation would follow this up, round it out, and make it a permanent contribution.

The proposed legislation would be a contribution of first magnitude toward the solution of our national problem of land use.

Legislation such as that proposed would make the administration of Franklin D. Roosevelt rival, if not surpass, that of Theodore Roosevelt in the furtherance of the forestry enterprise and all that this means in the future economic and social welfare of the United States. This statement is made in the fullest recognition of the place which Theodore Roosevelt holds in American history for his contribution to forestry and conservation.

It is for such reasons as these that I hope it will prove possible to obtain the President's endorsement of this legislation as a part of his emergency program.

Since the provisions of the bill are in the form of authorizations, the appropriations required could follow at an appropriate time. Perhaps the only appropriation which would be necessary during the coming fiscal year would be for the acquisition of lands, because of the funds which are being made available under the Emergency Conservation Work Act.

This legislation is of such outstanding importance that I should like the opportunity to discuss it with you.

Very sincerely yours,

R. Y. STUART

[13:OF I—C:TS:PHOTOSTAT]

[1]*A National Plan for American Forestry* (Washington, 1933).

149 ***[Enclosure]***

Résumé of Proposed Bill

Section 1. Amending Section I, Clarke-McNary Act: This section now authorizes cooperation with State agencies in recommending systems of forest fire protection. As amended similar systems may be recommended for forest insects, tree diseases, erosion and flood control.

Amending Section 2, Clarke-McNary Act: Now authorizes Secretary of Agriculture to cooperate with State agencies in protection of forest lands from fire. As amended it provides for protection from forest insects, tree diseases, soil erosion and floods and is also made applicable to range and other wild lands.

Amending Section 3, Clarke-McNary Act: Now authorizes an annual appropriation of $2,500,000 for cooperation under Sections 1 and 2. The proposed amendment increases annual authorization to $6,500,000, with $5,000,000 of this for fire protection, $1,000,000 for erosion-streamflow control, and $500,000 for insect and disease control.

Amending Section 4, Clarke-McNary Act: Now provides for cooperation with States in distribution of forest-tree seeds and plants for use on farm lands. Amendment increases annual appropriation authorization from $100,000 to $350,000 and makes possible cooperation with all forest owners.

Amending Section 5, Clarke-McNary Act: Now provides for cooperation with States in farm woodlot extension. As amended authorized annual appropriation is increased from $100,000 to $250,000.

Amending Section 8, Clarke-McNary Act: Now authorizes Secretary of Agriculture to determine location of public lands chiefly valuable for streamflow protection or timber production which can be economically administered as parts of National Forests. As amended President is authorized on recommendation of the National Forest Reservation Commission to add such lands to the National Forests.

Section 2. Section 10 added to the Clarke-McNary Act: This section authorizes an annual appropriation of $375,000 for cooperation with forest owners directly or through State agencies in the management of their forest land. Designed primarily for other than farm woodlot owners.

Section 11 added to the Clarke-McNary Act: Provides for seed testing and certification service with an authorization for an annual appropriation of not to exceed $50,000.

Section 3. Amending Section 9, McSweeney-McNary Act: Section now provides for an annual appropriation of not more than $250,000 for a comprehensive national forest survey. As amended annual authorization is increased to $500,000 and provision made for keeping data current after completion initial survey at not to exceed $200,000 annually.

Section 4. Section 11 added to the McSweeney-McNary Act: Authorization for erosion-streamflow investigations of not to exceed $500,000 annually.

Section 5. A National Forest Acquisition Program: Authorizes an annual appropriation of $50,000,000 for the acquisition of national forest lands pursuant to the Weeks Law and for capital investments necessary to insure effective National Forest management; also authorizes Secretary of the Treasury to borrow annually on the credit of the United States the funds necessary to carry out this acquisition program.[1]

[13:OF I—C:T:PHOTOSTAT]

[1]The draft bill referred to in the covering letter is entitled: "A Bill to provide the Federal contribution to a coordinated national plan for American forestry, including aid to States and private owners, forest research, and the

acquisition and management of national forests." Stuart urged Wallace to support the Forest Service bill and suggested that he take it up with the President and the Cabinet at their meeting on May 19, 1933 (Stuart to Wallace, May 19, 1933, OF I—C). He said: "There are strategic advantages in having the full import of the forest problem placed before the public at this time so that the impression may not be gained that the Emergency Conservation project and the initial $25,000,000 purchase project will meet the situation." The bill was not, however, introduced and no important new legislation for Federal aid to the states was enacted until the passage of the Fulmer act (H. R. 6914) in 1935.

150 WARD SHEPARD, FELLOW, CARL SCHURZ MEMORIAL FOUNDATION, TO ROOSEVELT

WASHINGTON D. C., *29 May 1933*

DEAR MR. PRESIDENT: . . . I beg to bring to your attention the enclosed memorandum on the application of the Industrial Recovery Act to the lumber industry. The principle proposed is to couple control of lumber production with control of forest devastation, in order to protect the public against the further needless destruction of our forests as living organisms.

The Industrial Recovery Act presents a providential means for a statesmanlike solution of this problem. But the initiative must, in my opinion, be seized by the Government rather than being left to the industry. In fact, the proposed "code" announced by the industry has nothing whatever to do with the conservation problem involved.

I am drafting a proposed bill embodying the principles here set forth, which I should be glad to lay before you if you wish.

Believe me, with high respect, Very sincerely yours,

WARD SHEPARD

[13:OF I—C:TS]

151 *[Enclosure]*

[May 29, 1933]

Ending Forest Devastation Through Industrial Control

The Industrial Recovery Act gives a brilliant opportunity to end the regime of destructive logging that is rapidly devastating our remaining privately owned virgin forests, destroying them as productive organisms, and destroying the great industry itself whose permanence depends on making these forests permanently productive.

This opportunity, if energetically seized, will permit the greatest advance in forestry since Theodore Roosevelt's creation of the National Forest system, and will at the same time save the lumber industry from self-destruction.

There are two ways of controlling overproduction of lumber:

First, by merely reducing the annual sawmill output of lumber.

Second, by reducing the annual cut in the forests to the amount of the annual timber growth possible under proper sustained forestry practice, and enforcing such practice as a part of control of production.

The first method would treat the remaining forests as a fixed "wasting asset," comparable to oil. It would slightly reduce the annual drain on the total supply. It would not end devastation. In fact, it would merely make devastation more profitable by increasing lumber prices.

The second alternative—permanent sustained yield forestry—will automatically control overproduction by limiting the annual cut to the annual growth, will entirely wipe out devastation, and is the only way to protect the public interest against the incalculable, ever-mounting losses of forest destruction.

The fundamental conservation problem involved in control of lumber production is *to save the forests from clear-cutting,*[1] which destroys the forest itself as a productive organism. Compared with this vast objective, a mere curtailment of the drain on the stored supply of virgin timber is insignificant.

The control of lumber production, therefore, involves a fundamentally different principle from the control of oil production, and still more from the control of ordinary commodity production. But like the oil problem, the forest problem deserves separate, special treatment because of its complexity and special needs.

The vital question of strategy now confronting the Government is *to couple control of lumber production with control of devastation.* The decision now made on this question will determine whether the remaining virgin forests are wiped out of existence or become permanent national assets.

The lumber industry has demonstrated and admitted its incapacity to solve this problem. Only a highly intelligent, courageous act of the Government—striking at the very heart of the problem—will save these forests for the American people.

The principles and procedure necessary to convert destructive lumbering into sustained yield forestry should be embodied in special legislation comparable to the oil bill. This bill should be framed before the lumber industry applies for licenses to operate under the Industrial Recovery Act and before its policy is frozen into a mere commodity curtailment price inflation program. The basic principle of sustained yield forestry should be announced in advance as the *minimum requirement* for control of lumber production. Because of the financial difficulties involved, first in the vast carrying charges on private timberlands, and, second, in converting to sustained-yield forestry, the Government must give substantial assistance (mostly indirect) to the industry, as outlined below. The solution, therefore, partakes of the nature of a bargain, a *quid pro quo.* This policy should be worked out in a preliminary way by conservation experts representing the public interest, and then finally developed in collaboration with the forest industries. This memorandum outlines the basic principles of such a bill.

The Basic Facts of Lumber Overproduction

(1) The lumber industry owns vast timber holdings unwisely alienated by the Government under vicious land laws.

(2) Interest and taxes on these holdings constitute an ever-increasing burden on the owners, forcing overproduction to liquidate stored capital and reduce charges.

(3) A vast surplus sawmill capacity has been created to hasten liquidation in favorable markets.

The basic facts of forest devastation:

(1) Devastation comes from clear-cutting, followed by fire, which together destroy the reproductive power of the forest.

(2) Devastation can be entirely prevented by "selective cutting," i. e., cutting the oldest and best trees, saving the young and middle-aged for a future cut and for reseeding the forest. (There are some exceptions to this technique.)

(3) Selective logging will in general be more profitable than clear-cutting. Much of the small timber now logged is cut at a loss and reduces the profits on the best timber.

(4) Through prejudice and inertia, the lumber industry has never given intelligent consideration to sustained-yield forestry, and will never do so voluntarily, with isolated exceptions.

(5) Only an integral attack by the Government on the whole problem as a unit gives any hope of solution.

Why Prevent Devastation?

(1) Because forest devastation is an abuse of the rights of private property, entailing fundamental, long-time social and industrial evils. It is tolerated in practically no European country; it should not be longer tolerated in America.

(2) Because it will cost the people of the United States from two to three billion dollars to rehabilitate the forests already devastated.

(3) Because it will cost from four to five billion dollars additional to rehabilitate the remaining virgin forests if they are allowed to be devastated.

(4) Because devastation destroys not merely the forests and the vast capital invested in our wood-manufacturing and wood-using industries, but the livelihood of millions of people dependent on these industries.

(5) Because devastation is destroying the artistic and human values of forests, creating desolation and ugliness, and is making the entire land progressively less fit for civilized human habitation.

Is Public Regulation to Prevent Devastation Feasible?

Americans are unfamiliar with the highly successful regulation worked out by various European countries, cannot visualize its operation and are frightened by the magnitude of the job. Practically every European nation now forbids devastation. Austria, Czechoslovakia, Sweden, Switzerland, and some of the German states have been especially successful in this field. Forest owners at first resisted regulation. NOW they take it for granted. They place devastation in about the same class as arson. The costs of compulsory reforestation are offset by higher timber prices, higher grade timber, and lower operating costs. The author of this memorandum has, during the past year, made an intensive study of the administration of regulatory laws in Germany, Austria, and Czechoslovakia under the auspices of the Carl Schurz Memorial Foundation of Philadelphia, and will be glad to make the results available, if desired.

It is claimed that lumbermen will capture the regulatory machinery, but the same can be said of railroad, public utility, or other forms of regulation. If this claim were true, the Government should renounce every effort to regulate industry and could not possibly justify the Industrial Recovery Act. But the claim is untrue and a negation of government.

The Federal Government has constitutional power to prevent the devastation of forests needed to protect the flow of navigable streams. The states have legal authority to prevent the waste or destruction of natural resources, including forests, as confirmed by court decision and as carried out in laws, for example, to prevent the waste of oil and gas. Still more direct, the Government has the power to enforce forest management as a condition to the granting of licenses to operate under the Industrial Control bill.

Main Elements of Solution

(1) Organize the lumber-producing regions into districts or "pools" for the double purpose of controlling production and adopting sustained-yield management.

(2) Bring the public forests (National and state) and the Indian Forests into these pools.

(3) Create for each major forest region where control of production and sustained-yield forestry is undertaken (e. g. Pacific Northwest, Northern Rocky Mountains, etc.) an official, unsalaried Forestry Board with the double function of controlling production through allocation of cut and enforcing sustained yield management. These boards should have a permanent executive official and a staff of engineers and foresters.

(4) Create, where desirable, subsidiary control boards for individual pools.

(5) Require large forest owners (over 1000 acres) to associate into regional associations, and give them adequate but not majority representation on the Forestry Boards. This will give an element of self-government to regulation without surrendering public control.

(6) Require owners of over 1000 acres of forest to submit forest management plans for sustained-yield production, to be approved by the Regional Forestry Board through its technical personnel.

(7) Create an adequate inspection and enforcement personnel under the Regional Forestry Board to inspect methods of cutting that will insure forest reproduction, and to keep the annual timber cut within the figure allowed by sustained yield.

(8) Promote mergers of smaller timber-holdings into larger units for adequate sustained yield management.

(9) Establish a forest conservation tax on all forest land or on all timber cut, to meet the expenses of the Forestry Board and to improve forest fire protection and reforestation.

(10) Inflict penalties on all owners within a given pool who cut timber in violation of the regulations adopted by the Forestry Boards governing allocation of production and sustained-yield management.

(11) On timber tracts not susceptible of sustained-yield management (i. e., where merchantable timber will be exhausted before regrowth is large enough to cut) require proper cutting methods for reforestation under a contract with the Government to purchase the land at an impartially appraised valuation after the timber is cut. This will prevent devastation and assure public purchase at a reasonable price.

(12) As an alternative to (11), provide for Governmental purchase of heavily timbered (and therefore expensive) forest lands through Forest Purchase Bonds, to be redeemed through a sinking fund created from receipts from timber as cut.

(13) To aid in converting private forests to sustained-yield, provide additional public aid for

protection against fire of all forests brought under management standards set up by the Forestry Boards. Provide increased aid for roads to promote sustained-yield production.

(14) Sustained-yield forestry demands abolition of the straight property tax and the substitution of a yield tax, paid on timber as cut. The Forest Service has just completed a fundamental nation-wide study of the forest tax problem, and has submitted detailed recommendations. The reforms proposed must be made by the States, but the Industrial Recovery Act as applied to the lumber industry should be made the vehicle of inducing rapid State action through State compacts.

(15) Provide for a thorough investigation of the large bonded indebtedness of the large timber holdings to discover if cheaper credit can be made available to offset costs of sustained-yield production and of amortization of surplus sawmill capacity. The problem is analogous to the refinancing of farm mortgages. Cheaper credit might be provided through creation of a Federal Forest Bank similar to the Federal Farm Bank. Such credit forms a means of enforcing sustained-yield forestry to guarantee amortization of loans, as demonstrated by European experience. Moreover, such a bank would divert capital from unneeded industrial expansion into forest rehabilitation. Sustained-yield forestry is the safest of all long-term investments.

(16) Direct Federal regulation to prevent forest devastation can constitutionally be applied to all forests necessary to protect the flow of navigable streams.

For non-protection forests, regulatory powers should be sought through (a) Federal promotion of regional state compacts; or (b) the cession of the regulatory power by the states to the Federal Government, or (c), failing (b), direct exercise through the emergency powers conferred by the Industrial Recovery Act.

We must start from the principle laid down by the Supreme Court in the Migratory Bird Treaty case: "It is not lightly to be assumed that, in matters requiring national action, a power which belongs to and must somewhere reside in every civilized state, is not to be found."

Prevention of Devastation in the Tennessee River Project

The principles outlined above apply chiefly to the remaining virgin forests of the West, the South, and the Lake States.

The second-growth forests of the East (largely in small holdings) present a different problem.

An immediate approach toward public regulation to prevent devastation of these forests is presented by the Tennessee Valley Project. The large public investment already made there and to be made in power production, stream regulation, etc., demands protection against the evils of deforestation. The Federal Government, as already pointed out, has constitutional power to regulate the exploitation of private forests needed to protect the flow of the Tennessee River and its tributaries, as well as all other navigable streams. The Government should proceed to delimit these forests into Protection Forest Zones, wherein destructive lumbering would be prevented. The Tennessee Project would be a proving ground for working out the principles of protection forests, and the results should be rapidly applied to all main forested river basins in the United States.

There is much academic debate in the United States over the exact extent to which forests influence stream-flow and erosion. Long European experience accepts an obvious fact and lays vital emphasis on preserving protection forests through special laws and elaborate administration. This practice is confirmed by much research, both in Europe and in America. The Gordian knot of fruitless controversy should be cut by action in the Tennessee Valley by

recognizing that forests are important in themselves, and that the common sense of mankind has long recognized their importance in preventing erosion and silting and in regulating stream-flow.

Respectfully submitted by: WARD SHEPARD, Fellow of the Carl Schurz Memorial Foundation of Philadelphia, 29 May, 1933.[2]

[13:OF I—C:T]

[1]Words in italic, here and below, are underscored in the original.

[2]Shepard, formerly assistant chief of research in the Forest Service, was at this time forestry investigator for the Carl Schurz Foundation. The program here outlined by him was endorsed by the Society of American Foresters. Franklin Reed, its executive secretary, said that the plan would make effective the most important part of the society's "Principles of Forest Policy for the United States," and that the full support of the trained foresters of the country could be relied upon to carry it out (Reed to Roosevelt, June 10, 1933, OF I—C). Shepard's memorandum was acknowledged by McIntyre, June 19, 1933 (OF I—C), who said that the President had taken the matter up with the Secretary of Agriculture.

152 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *June 15, 1933*

DEAR MR. PRESIDENT: Mr. Ward Shepard's memorandum of May 29 has been received and considered with the Chief of the Forest Service in accordance with your suggestion.

The proposal in brief is that the public require sustained yield management and the stopping of forest devastation as a quid pro quo for the privilege of curtailing output, merging holdings, etc., and that advantage be taken of the National Industrial Recovery Bill to accomplish this purpose. Somewhat similar recommendations were made in the Departmental report on Senate Resolution 175[1] and have recently been renewed by the Chief Forester.

For reasons outlined in the accompanying statement, I would like to suggest two things for your immediate consideration, with the recommendation for the approval of both:

1. Approval of the principle of regulation of privately-owned forest lands in connection with the administration of the Industrial Bill and the Agricultural Adjustment Act, along lines also outlined in the accompanying statement.

2. The delegation to the Secretary of Agriculture of the necessary authority to administer for the lumber and other forest industries the provisions of the Industrial Bill relating to or closely allied to the treatment of forest lands. This would necessarily involve proper correlation with the administration of other provisions of the bill and also with the pertinent provisions of the Agricultural Act.

General Forest Policy and Legislation

Your suggestion that we should have a forest policy for private forest lands is most opportune, because in my judgment action on the regulation proposal should constitute a coordinated part of a well-rounded program.

The Department has I feel, however, anticipated this suggestion in a recent report on Senate Resolution 175 which is the most comprehensive and exhaustive survey yet made of our forest problem. The resulting National Plan outlined and covering both private and public

lands serves as the basis for the attached statement. A copy of the Summary of this report is also attached,[2] and a copy of the somewhat voluminous complete report was furnished to you on May 5.

In my judgment no additional legislation on the regulatory phase of the problem suggested by Mr. Shepard is required at the present time. It will be better first to try out administration under the Industrial Relief Bill and the Agricultural Act and be guided accordingly.

For the remainder of the Federal contribution to the National Plan recommended in the Senate Resolution report, including the acquisition of forest lands, putting them into production, increasing in a reasonable degree the scale of public aid and that of forest research, I should like to see general legislation as soon as you feel disposed to take it up. The splendid start already made on Federal forestry during your Administration should in my judgment be crystallized into a long-term program in legislative form. This will help to insure orderly and coordinated progress and to prevent serious setbacks at any future time. The possibilities of economic and social service in our national life are beyond comprehension. The Department is ready to submit suggestions for such legislation whenever you desire.

Very respectfully submitted,

H. A. WALLACE

[13:OF I—C:TS]

[1]*A National Plan for American Forestry* (Washington, 1933).

[2]The summary, a 150-page typescript, entitled "A National Plan for American Forestry," is present.

153 ***[Enclosure]***

Statement to Accompany Memorandum to the President on Regulation of Private Forest Lands

Mr. Ward Shepard's memorandum of May 29 has been received and considered with the Chief of the Forest Service, in accordance with your suggestion. It has also been discussed with Mr. Shepard.

The memorandum proposes that forest devastation be stopped by public control based on the pending National Industrial Recovery Act and/or a special bill dealing with the lumber industry.

It proposes that control be not limited to the restriction of lumber production but that it provide also for selective cutting of forest lands to stop forest devastation and insure sustained yield management.

It proposes this as a quid pro quo to the public for the privilege of curtailing output, merging holdings, and some forms of public aid such as loans, etc.

Both the Department and the Forest Service welcome the opportunity to consider this proposal:

First, because of its intrinsic merit and timeliness, and

Second, because it affords the opportunity to bring to your attention a report entitled "A National Plan for American Forestry," prepared by the Forest Service and submitted to the Senate by the Department in response to Senate Resolution 175.

The Department believes that the regulation of forest lands should be considered in relation to the entire national forestry problem and not as a detached move. This is attempted in the report mentioned, which outlines a national policy for both private and public forest lands.

The Main Findings in the Senate Report

The report on Senate Resolution 175, which was transmitted on March 27, is without question the most comprehensive and exhaustive survey of the forestry situation in the United States yet made.

The main findings are:

1. That practically all of the major problems of American forestry center in, or have grown out of, private ownership. This finding must accordingly dominate remedial proposals.

2. That one of the major problems of public ownership is that of unmanaged public lands. Both the Federal Government and the States have large unredeemed responsibilities in this respect.

3. That there has been a serious lack of balance in constructive efforts to solve the forest problem as between private and public ownership and between the relatively poor and the relatively good land. This lack of balance is merely another indication of the failure of private forest ownership.

4. That the forest problem ranks as one of our major national problems.

Should you care to go into the basis for these findings you might find it worth while to glance over pages v to viii of the Letter of Transmittal in the attached Separate.

Pages 11 to 39 of the Summary of the entire report, which are also included in the attached Separate, outline our major forest problems as disclosed by the inquiry still more fully and explicitly: Those of privately-owned forest lands; of the agricultural land available for forestry; of unmanaged public lands; of balancing the national timber budget; of watershed protection; of forest recreation; of forest wild life; and of knowledge.

Why the solution of our major forest problems constitutes one of our major national problems is also discussed and shown graphically in the diagrams on pages 39 and 40 of the Separate.

Activity Programs Proposed in the National Plan

To solve these major forest problems and to meet such obviously necessary objectives as getting our forest land into productive use, meeting national requirements for forest products and services, and obtaining the full economic and social benefits of the forest, nothing short of national planning will satisfactorily meet requirements. A national plan is therefore outlined in the report on the Resolution.

A series of activity programs are proposed as a part of the national plan, including such things as:

Enlarging the area protected against fire from 321 to 510 million acres—a wholly

unprotected area of nearly 200 million acres is the chief factor in the 41-1/2 million acres now burned over annually;

More nearly adequate provision for protection against forest insects and diseases—losses now rival or exceed those from fire;

Provision for stopping forest devastation—the area now devastated annually is estimated at 850,000 acres.

Enlarging the area under extensive forest management from perhaps 110 million to at least 279 and preferably to 339 million acres—such management and fire protection will stop forest devastation;

Enlarging the area under intensive forest management from a negligible area to at least 70 and preferably nearer 100 million acres—70 per cent of the drain on our forests is now in saw-timber sizes and growth must be increased 5 times to offset this drain—furthermore, forest capital in the entire East must be increased 2-1/2 times to obtain such growth, but this forest capital is now being reduced;

Planting 25 million acres—a modest program in the light of the 70 million acres of devastated forest land and abandoned agricultural land which will not restock naturally in the next 40 years;

Provision for adequate watershed protection, particularly important on an area of 308 million acres on which the forests are estimated to exert a major influence, and on 141 million acres additional estimated to exert a moderate influence—all the preceding programs will contribute to this;

Adequate provision for forest recreation and for forest wild life—the economic and social importance of these services of the forest are now too little appreciated;

Adequate provision for the management of forest ranges;

Adequate provision for forest research—lack of knowledge of how to make and keep our forests productive, and of the great economic and social losses from unproductive forests has always been and still is a serious handicap;

These activity programs are outlined more fully on pages 42 to 57 of the Separate.

Main Proposals in the National Plan for Carrying Out the Activity Programs

The main recommendations for carrying out these activity programs are for:

1. A large extension of public ownership of forest lands, a total in fact of 224 million acres, of which 90 should be acquired by the States and 134 by the Federal Government.

2. Bringing all publicly-owned forest lands, including those newly acquired, into a productive condition.

These recommendations are based largely on three considerations:

1. The extent to which the major problems of today center in private ownership and the extent to which private effort on which we have been placing main dependence is failing to meet national needs, both despite a free hand and substantial if not adequate public aid. Public aid to private owners has in fact been more than twice the expenditures of private

owners on their own lands. (See diagram on page 77 of the Separate.)

2. The lack of any reasonable assurance based on experience that private ownership on the large proportion of the forest lands it now holds can or will carry through the essential, constructive programs mentioned above, many of which must be of great size.

3. The belief that a greatly enlarged public ownership offers the most effective solution in the public interest and that in the long run it will be much more than self-liquidating in direct and indirect returns.

The essence of these main recommendations is that the public should in the shortest possible time take over at least half of the national enterprise in forestry, or more specifically:

Slightly more than half of the commercial forest land;

Half of the timber-growing job;

Five-sixths of the noncommercial forest land;

Three-fifths of the forest ranges;

Four-fifths of the area of major influence on watershed protection;

Eight-ninths of the areas to be set aside for forest recreation.

These relationships are expressed graphically on page 78 of the Separate.

Proposals for Public Aid in the National Plan

A second group of recommendations in the national plan attacks the problem of private ownership from the angle of public aid, including:

Substantial increases in the public contribution to fire protection and the control of forest insects and diseases;

Making planting stock available at low cost to all classes of owners in the full amounts needed;

A seed-testing and certification service;

Sound and effective technical advice on forest management, marketing, and utilization to all classes of owners;

Research as a basis for such advice, which will also enable the public to perfect forest management on its own lands;

Equitable forest taxation.

Proposals for Public Regulation

This leaves a third group of recommendations which deal with public regulation of forest practice on private lands.

The essence of the recommendations in the report on Senate Resolution 175 is that Federal regulation to conserve the forest resource and to protect the public interest might be made a quid pro quo for the privilege of curtailing output of forest products, or of mergers, or of

publicly sponsored loans, this to be worked out with interested groups as opportunity offers. The strengthening of State regulation is recommended in such things as the use of fire and the elimination of fire hazard. Beyond this it is recommended that Federal regulation be held in reserve for possible future use.

Mr. Shepard proposes that forest lands of the lumber industry be regulated under the provisions of the proposed National Industrial Recovery Act. The Chief Forester had previously recommended that this be done for all forest industries under the combined provisions of this proposed Act and the Agricultural Relief Act.

The justification for such regulation is that it offers the most positive assurance, short of public ownership, of preventing forest devastation and keeping forest lands productive. Beyond this the conservation of the forest resource is a return to which the public is entitled as compensation for the higher prices it will have to pay for lumber and other forest products.

Undoubtedly a question will be raised as to whether regulatory requirements will interfere with industrial recovery. Lumber, the chief forest industry, has for many years been in chronic distress because (1) of an overload of forest land and stumpage, and because (2) its organization, capitalization, and operations have been based on the most rapid possible exploitation of its basic resource without regard to perpetuation. Only the most temporary alleviation of existing conditions is possible by any means which does not attack these two fundamental weaknesses. The proposal to have the public acquire large areas of forest lands attacks one; that to require sustained yield management on the lands which remain in private ownership attacks the other.

The Legal Authority for Regulation

It is in point to refer to the authority for regulation in the Industrial Recovery Bill and of the Agricultural Adjustment and Credits Act.

Section 1, Title I, of the bill provides, among other things, that it is the declared policy of Congress "to conserve natural resources."

Section 3, in subsection (d) authorizes the President, on his own motion and after public notice and hearing, to prescribe and approve a code of fair competition in any industry or subdivision thereof for which a code has not been approved by him.

Under Section 4 (a), Title I, the President may enter into agreements with, and approve voluntary agreements between, those engaged in industry if such action will aid in effectuating the policy of Title I "with respect to transactions in or affecting interstate commerce," and if consistent with Section 2 and subsection (a) of Section 3 for a code of fair competition. Subsection (b) of Section 4 authorizes a system of licensing if necessary to make effective a code or agreement or otherwise to effectuate the policy of Title I.

Under Section 2, subsection (b) the President may delegate any of his functions and powers to aid in carrying out his functions under this title.

The Department is inclined to believe that "any agricultural commodity or product thereof" mentioned in subsections (2) and (3), Section 8, Title I, of the Agricultural Adjustment and Credits Act may properly be interpreted to include timber and other forest products. If this interpretation is correct, the Secretary of Agriculture could enter into marketing agreements with and issue licenses to processors, associations of producers, and others engaged in handling such commodities in interstate or foreign commerce, in order to maintain a balanced production and consumption, to reestablish prices to farmers that will give agricultural commodities except tobacco a pre-war "purchasing power with respect to articles that farmers

buy," and to protect the consumer's interest. This is based on the theory that Congress intended the phrase "any agricultural product" to include all agricultural products as distinguished from "any basic agricultural commodity" mentioned in subsection (1) of Section 8 and defined in Section 11.

It seems rather obvious that the provisions of the Industrial Recovery Bill and the Agricultural Adjustment Act are to some extent overlapping and also that each contains some provisions not found in the other which might be applied with advantage in the regulation of the forest industries. The provisions of the Industrial Bill appear broad enough to permit the regulation of practice on forest lands owned by the groups concerned, the products of which will enter into interstate commerce. Possibly, although not certainly, the same thing could in part at least be done under the provisions of the Agricultural Act. Under the Industrial Bill the acceptance by the group of such regulation may under my interpretation of the Bill properly be made a condition precedent to approving a code or agreement or the issuance of a license.

What the Public Might Grant to the Forest Industries

The benefits which the forest industries might obtain in varying degree with public approval under the above legislation include:

1. Restriction of output of lumber and other forest products which, among other things, would lead to higher prices that the public would have to pay.

2. Mergers of forest land holdings when necessary for sustained yield management and clearly in the public interest.

3. The formation of cooperative marketing organizations (under the Agricultural Act).

4. Loans under public sanction if clearly an aid to sustained yield management and if the necessary authority is found and satisfactory arrangements can be worked out.

5. Financial aid in fire protection, etc., reaching more nearly to the extent of the public interest.

What the Public Has the Right to Exact in Return

In return for these benefits the public undoubtedly has the right to exact from individual owners of forest land such things as:

1. Sustained yield forest management which in itself would limit cut.

2. Selective or other cutting which will perpetuate the forest.

3. Satisfactory protection against fire, forest insects, and diseases.

4. All of the above to be effective should as soon as possible be crystallized into forest management plans for individual holdings.

The Factors on Which Limitation of Cut Should Be Based

The administration of the Industrial Recovery Act should have two main objectives for the forest industries:

1. Industrial recovery, the relief of unemployment, etc.

2. The conservation of the forest resource.

This is in contrast with most other industries in which only the first group of objectives need be taken into account. It follows that the limitation of cut in the forest industries must be based on two factors:

1. The conservation of the forest resource, including what can properly be cut under sustained yield management;

2. The market requirements for the product.

The Administration of Regulation

Because of the conservation factor, special features will necessarily have to be injected into the regulation of the forest industries under the Industrial Bill and the Agricultural Act. Among them are:

1. The division of the country into regions, based upon forest conditions, the organization of the forest industries, etc.

2. Within each region the formation of large owners, including, for example, those holding 1,000 acres or more, into one or more associations which should help to administer the Act in addition to necessary advisory services.

3. Within regions the formation of cooperative marketing associations to meet the needs of small owners and manufacturers.

4. For each region the appointment of a regional executive, together with the necessary staff of qualified foresters, etc., for advising and passing upon forest management plans and silvicultural practice, the inspection of operations, and in general for the enforcement of the Act. To this executive organization suitable committees of the associations indicated under 2 and 3 would act in an advisory capacity.

5. National committees representing different forest industries might also serve a useful purpose.

6. Because of the specialized character and importance of the forest conservation problem, the extent to which this must influence action on the forest industries, and the overlapping of the provisions of the Industrial Bill and the Agricultural Act, the Forest Service of the Department of Agriculture seems to be the logical and most effective agency for the administration of the regulatory requirements for forest lands. The undertaking is large and it would be necessary to develop an organization for it.

Immediate Consideration

In view of the recommendations of the Departmental report on Senate Resolution 175 and of the Chief Forester, those of Mr. Shepard's memorandum, and of the unparalleled present opportunity, two things are suggested for your immediate consideration with the recommendation for the approval of both:

1. Approval of the principle of regulation of privately-owned forest lands along the lines heretofore outlined in connection with the administration of the Industrial Bill and the Agricultural Act.

2. The delegation to the Secretary of Agriculture of the necessary authority to administer the

provisions of the Industrial Bill for the lumber and other forest industries relating to or closely allied to the treatment of forest lands. This would necessarily involve proper correlation with the administration of other provisions of the Bill and also with the pertinent provisions of the Agricultural Act.

General Forest Policy and Legislation

Your suggestion that we should have a forest policy for private forest lands is most opportune. The suggestion has it is believed, however, been anticipated in the report of the Department on Senate Resolution 175, which in fact covers all our forest lands both private and public. As already indicated, a copy of the Summary of this report is attached and forms a basis for much of this statement. A copy of the somewhat voluminous complete report was furnished to you on May 5.

In the judgment of the Department, no additional legislation on the regulatory phase is required at the present time. It will be better first to try out administration under the Industrial Relief Bill and the Agricultural Act and be guided accordingly.

For the remainder of the Federal contribution to the National Plan recommended in the Senate Resolution report, which includes the acquisition of forest lands, putting them into production, increasing in a reasonable degree the scale of public aid and that of forest research, the Department would like to see general legislation as soon as you feel disposed to take it up. The splendid start already made on Federal forestry during your Administration should, in the judgment of the Department, be crystallized into a long-term program in legislative form. This will help to insure orderly and coordinated progress and to prevent serious setbacks at any future time. The possibilities of economic and social service in our national life are beyond comprehension. The Department stands ready to submit suggestions for such legislation whenever you desire.

[13:OF I—C:T]

154 HENRY A. WALLACE, SECRETARY or AGRICULTURE, TO ROOSEVELT

WASHINGTON, *June 16, 1933*

DEAR MR. PRESIDENT: Section 8 of the National Industrial Recovery Bill gives the President authority in his discretion to delegate to the Secretary of Agriculture control, under that Act, over industries dealing with the agricultural commodities or the products thereof or competing commodities or the products thereof.

It seems imperative that this discretion be exercised at once with respect to some industries and to some extent. In view of the fact that you may leave Washington soon after the National Industrial Recovery Act is approved, I would suggest that you delegate to the Secretary of Agriculture authority under the National Industrial Recovery Act with respect to the following industries, so that it will be possible for this Department to deal with them through agreements and licenses under the Agricultural Adjustment Act and also through codes of practice, agreements, and licenses under the National Industrial Recovery Act: . . .[1]

9. Lumber and other forest products may fall more fully than the preceding under the Industrial Recovery Act because of its provision for the conservation of natural resources. Approval is requested for the principle of preventing forest devastation on private forest lands and keeping them productive by requiring sustained yield management and satisfactory silviculture and protection as a quid pro quo for the curtailment of output, etc. Delegation to the Secretary of Agriculture of the necessary authority to administer through the Forest

Service, for the forest industries the provisions of the Industrial Bill and Agricultural Act relating to or closely allied to the treatment of forest lands is also recommended. This question is covered in detail in my memorandum to you of June 15.

The foregoing does not contemplate that the Agricultural Adjustment Administration need differ in any way with the National Industrial Recovery Board as to general principles relating to codes, agreements, or licenses. The Department can adopt the same general standard forms as the National Industrial Recovery Board, but of course the general forms (whether under our jurisdiction or under the National Industrial Recovery Board) would have to be adapted to each industry after a study of the conditions of that industry. Forest Service administration of the forest industries would necessarily differ to the extent required to conserve the forest resource.

H. A. WALLACE

[13:OF I—K:TS]

[1]Paragraphs one to eight, dealing with commodities other than lumber, have been omitted.

155 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *6/16/33*

MEMO FOR SECRETARY WALLACE: I think this idea is well worth while.[1] I think you might well write a letter to the National Lumber Mfrs. Assn. to be read at their meeting in Chicago and in it you can say: "The President asks me to tell you that he trusts any code relating to the cutting of timber will contain some definite provision for the controlling of destructive exploitation."

When you get through with these papers, will you give them to General Johnson to be used in connection with any code the lumber men may propose.[2]

F.D.R.

K

[13:OF 446:CT]

[1]Above.

[2]The papers are not identified; see Wallace's reply, *post,* 164.

156 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *June 16, 1933*

DEAR MR. PRESIDENT: Reference is made to our conversation of a few days ago regarding the expenditure of the $20,000,000 allotted for the purchase of lands for National Forest purposes:

Executive Order No. 6160 of June 7 specifically provides that the allotted funds shall be expended within the forty-two existing National Forest Units. Technically, an amendment of the Executive Order would be necessary to permit the expenditure of any part of the allotted

fund within any other areas. A copy of an amendment of the Executive Order which would meet the situation is attached for your consideration.

At the meeting of the National Forest Reservation Commission on June 9, it was necessary for me temporarily to absent myself to give attention to other matters and during my absence the remaining members of the Commission discussed in some detail the question of confining the expenditure of the allotted fund to the forty-two existing National Forest Purchase Areas as against its partial use in the establishment and acquisition of new areas. The minutes of the meeting, of which a copy is enclosed,[1] show that several members of the Commission feel that the expenditure of the allotted fund exclusively within the existing units is the preferable course, while others favor purchases in new areas.

If you still are of the opinion that part of the available fund appropriately might be devoted to purchases of lands within areas not hitherto approved by the National Forest Reservation Commission, I suggest that you sign the Executive Order attached hereto.[2] Under its provisions, the new areas within which expenditures would be made would be determined by me, with the concurrence and approval of the National Forest Reservation Commission, in harmony with the objectives you have in mind. Otherwise, the provisions of Executive Order No. 6160 would continue effective and would confine the expenditures of the $20,000,000 exclusively to the forty-two existing National Forest Purchase Areas.[3]

Sincerely yours,

H. A. WALLACE

[13:OF 149:TS]

[1]Both the copy of the amendment to the executive order and the copy of the minutes are present.

[2]Executive Order 6181, June 24, 1933.

[3]Roosevelt's interest in the establishment of new national forest areas had been previously indicated with respect to the coastal plains country of North and South Carolina. Forester Stuart, writing to Wallace in this connection (May 24, 1933, OF 268), said that much of the forested land in South Carolina was involved in the purchase program of a lumber company, "which should not be complicated by Federal competition," while in eastern North Carolina much of the forested land was of the "pocoson" or swamp type, better suited for wild life refuges than for timber production. See below.

157 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

PULPIT HARBOR, ME., *June 24, 1933*[1]

MEMO FOR THE SECRETARY or AGRICULTURE: In regard to the allotment of $20,000,000 for the purchase of lands for national forest purposes:

1. I am inclined to the belief that a certain portion of the $20,000,000 should be spent in areas not exclusively within the forty-two existing national forest purchase areas. My reason for this is that as a matter of policy the wider the distribution of federally owned and developed forests, the wider will be the public interest and education in regard to the importance of organized forestry. For example, in Florida, Georgia, Alabama, Mississippi and Louisiana there are practically no national forests and the inhabitants of those states take little or no interest in forestry.

There are other similar areas where the Federal Government is doing nothing.

2. We should co-ordinate these new land purchases with flood control.

Is there any reason, for example, why some of this twenty million dollars should not be used in conjunction with the Tennessee Valley Authority for the purchase of land along the top of the watershed of the Tennessee. I think it is highly important for the Forest Service to get in touch with Chairman Arthur Morgan in regard to this.

I have, therefore, signed the Executive Order which you sent me. Will you talk this over with me when I get back.

F.D.R.

[13:OF 149:CT]

[1]From June 16 to July 1 Roosevelt was on vacation. After attending Franklin, Jr.'s graduation from Groton School on June 17, he boarded the *Amberjack II*, a small auxiliary schooner, at Marion, Massachusetts, and sailed her to Campobello, arriving there June 30 (PPF I—O).

158 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *July 3, 1933*

DEAR MR. PRESIDENT: Referring to your memorandum of June 24 regarding the expenditure of the $20,000,000 for forest purchases, I am sending you herewith a statement from Major Stuart. Apparently the necessary purchases in the Tennessee Valley are so great as to warrant a very special and separate consideration.

Respectfully yours,

H. A. WALLACE

[13:OF 149:TS]

159 *[Enclosure]* ROBERT Y. STUART, FORESTER, FOREST SERVICE, TO HENRY A. WALLACE

WASHINGTON, *June 28, 1933*

DEAR MR. SECRETARY: Reference is made to the memorandum addressed to you by the President under date of June 24 in relation to the purchase of lands for National Forest purposes:

The States of Illinois, Missouri, and Texas, which now contain no National Forests, are strongly advocating the purchase by the Federal Government of forest lands within their borders. The State of Mississippi which now contains one small National Forest Unit, is urgently recommending the establishment of one or more additional units in that State. The suggested areas in Illinois, Missouri, and Mississippi already have been examined and reported on by officers of the Forest Service. Examinations of lands in the State of Texas to determine areas suitable for Federal ownership and control will be made as promptly as practicable. Certain additions to existing units also demand consideration.

The present plan of the Forest Service is to determine by a field examination the facts relating

to each suggested area, and on the basis of such facts to formulate a program of proposed new purchase areas. As soon as this has been done the program will be submitted for your consideration. If it meets with your approval, or after amendments in conformity with your suggestions, it will then be submitted for consideration by the National Forest Reservation Commission.

The $20,000,000 allotted by the President probably will not buy more than eighty per cent of the lands within the existing forty-two National Forest Purchase Units and each new unit which is created proportionately will diminish the opportunity to complete the Federal purchase program within the established units. When the supplemental program of new units is submitted to you and to the other members of the National Forest Reservation Commission you doubtless will wish to weigh the relative importance and desirability of purchases in one unit as against another and finally to develop the program of purchases which, all factors considered, will yield the highest results in public welfare and in the promotion of the emergency conservation work. Of course, the probability that further funds would be made available for land purchases after the $20,000,000 now allotted has been expended would diminish the necessity for discrimination between one unit and another. As the Congressional Members of the National Forest Reservation Commission have indicated their willingness to return to Washington to attend meetings of the Commission if conditions made such attendance necessary, I am hopeful that final decision in this matter can be reached within the next ninety days or shortly thereafter. At that time by far the greater part of the $20,000,000 allotted by the President will remain unobligated and available for expenditure in such way as you and the other members of the Commission may consider most advantageous.

If any other approach to this problem would be more satisfactory to you I shall, of course, modify the plan accordingly. . . .[1]

The present apparent feeling that more should be done in the States to which the President refers is entirely justified but the lack of progress is attributable to the several States as much as to the Federal Government. Recent changes in economic trends and the action of the President in allotting $20,000,000 for the purchase of lands have given the National Forest movement in the eastern States an entirely new significance and effectiveness and creates the promise that the deficiencies to which the President has called attention may at least in part be remedied in the near future.

Very sincerely yours,

R. Y. STUART

[13:OF 149:TS]

[1]In the part here omitted, Stuart described the state of national forest acquisitions in the South and the difficulties raised by the laws of certain states. He pointed out that it had never been the practice of the Forest Service or the National Forest Reservation Commission "to intrude the purchase policy in a State which did not desire such action," and that a number of the eastern states had felt competent to handle the forest situation without Federal assistance.

160 WARD SHEPARD, FELLOW, CARL SCHURZ MEMORIAL FOUNDATION, TO ROOSEVELT

WASHINGTON, D. C., *4 July 1933*

DEAR MR. PRESIDENT: You have requested the National Lumber Manufacturers' Association to consider including in its Code of Fair Competition measures to prevent further

destructive exploitation of forests. Because the problem of forest industrial recovery is far more complex than that of most industries and because it involves the conservation of a major natural resource under the Recovery Act, the codes of the lumber and other forest industries require special consideration. May I therefore take the liberty of proposing a special procedure for these codes.

Temporary Forest Advisory Committee

For the ordinary industrial code, a labor adviser and an industrial adviser are sufficient. For the forest codes there might well be in addition a Forestry Advisory Committee to the Industrial Recovery Board, to be appointed immediately, well in advance of hearings on the lumber and other forest industry codes, such as pulp and paper, naval stores, etc. It is essential, first, to have an adequate representation of the public interest in the problem because the industry alone has hitherto never given any real consideration to the abolition of destructive logging, though there is strong evidence that it is now doing so. It is necessary also to have adequate technical advice available to the Industrial Board. I would tentatively suggest the following members:

Henry S. Graves, Dean, Yale School of Forestry, New Haven, Conn. (Formerly Chief of the Forest Service and a strong leader in forestry.)

R. Y. Stuart, Chief Forester, U. S. Forest Service.

Ovid M. Butler, Executive Secretary, American Forestry Association, Washington, D. C.

Franklin Reed, Executive Secretary, Society of American Foresters, Washington, D. C.

David T. Mason, Manager, Western Pine Association, Yeon Building, Portland, Oregon. (An able and influential exponent of sustained yield forest management as the only means of stabilizing the forest industries.)

Fred W. Fairchild, Professor of Economics, Yale University. (Expert on forest taxation.)

Burt P. Kirkland, U. S. Forest Service. (Expert on forest credit.)

John W. Blodgett, President, National Lumber Manufacturers' Association. (An able, broad-minded industrial leader, in general sympathetic to sustained yield management.)

Wilson Compton, Secretary-Manager, National Lumber Manufacturers' Association.

All the men listed above are sympathetic toward a large constructive solution of the industrial forest problem. I realize that Secretary Wallace, if he approved such a committee, might wish to suggest other names. My list is merely something to shoot at.

What the Government Must Be Prepared to Give

The industry has three alternatives:

(1) To resist the President's request.

(2) To accept that request and ask for a maximum of Government aid.

(3) To limit action now to wages, hours, and curtailment of production, playing for time on the sustained yield problem.

In my opinion, the best course would be for the Administration to take the position that now

is the time to seek a fundamental solution. This view is reenforced by the fact that it is thoroughly established that selective cutting will be immediately more profitable to the industry than clear-cutting, because it will reduce operating charges. In order, however, to avoid any delay in the adoption of the Code, the procedure could be divided into two steps:

(1) Immediate adoption of Code provisions on wages, hours, and collective bargaining.

(2) Rapid further development of Code provisions on (a) curtailment of production and (b) sustained yield forest management. These two phases must be linked together—curtailment is the great goal of the industry; the Government should hold it in reserve as a means of bargaining for sustained yield.

I must emphatically point out that mere patchwork tinkering will not solve the deep-seated evils of the forest industries. The Government must be prepared to offer aid as far-reaching and sympathetic as that already given to agriculture. The time for timid counsels is past. The only approach that will get anywhere is an integral attack on all the basic problems that confront the forest industries. As suggestive guides, the following are respectfully offered for your consideration:

1. Study of Forest Credit. The forest industries have an aggregate indebtedness comparable to that of agriculture. High interest on short term loans, coupled with frequent renewal charges, impose on these industries an interest burden almost twice as great in proportion to gross income as that borne by all manufacturing industries. Moreover, conversion to permanent forest management will require ample credit facilities for transport and protection facilities, reforestation, amortization of surplus manufacturing equipment, forming mergers, etc. Almost nothing whatever has been done by the Government even to study the credit needs of these great industries, to say nothing of providing credit facilities. In the matter of credit, these industries are where agriculture was in 1908, before the Government started to study European agricultural credit and to take the first steps toward the Federal Farm Bank system. The following steps could well be taken immediately:

(a) A rapid but thorough investigation by the Department of Agriculture or the Research Division of the Industrial Recovery Administration, assisted by the Forest Service and other bureaus, of the indebtedness and credit facilities of the forest industries. A study of the need for a Federal Forest Bank, or the extension of the functions of the Federal Farm Banks to include forest credit. Funds for this research would have to be provided from Industrial Recovery appropriations.

(b) An immediate study by the Farm Credit Administration of using the Federal Farm Banks to promote farm forestry as increased security for loans. (The Federal Bank of Springfield, Mass., has a forester on its staff for this purpose—it is the only one that is intelligently promoting forestry as a credit base.)

(c) The Reconstruction Finance Corporation already has authority to make loans for sustained yield and other forestry enterprises. It has never made use of this power. It is suggested that the Forestry Advisory Committee recommended above negotiate with the Reconstruction Finance Corporation to make loans immediately available for the purposes defined by the Act.

2. Broadening the Scope of Forest Purchases. Consideration by the National Forest Reservation Commission of the following steps:

(a) Feasibility of purchasing uneconomic private forest holdings suitable for National Forests, to be paid for by Federal Forest Bonds to be retired from a sinking fund created from receipts of timber as cut.

(b) Contracts for the future purchase of private timberlands suitable for National Forests, the mature timber to be first cut by the owner under Government supervision, on the selective principle in order to retain an adequate growing stock. (This system was successful in the Federal purchase of Arizona State forest lands.)

(c) A policy to put into effect Sec. 7 of the Act of June 7, 1924 (43 Stat., 653) (Clarke-McNary cooperative forestry law). This section authorizes the Government to receive gifts of forest lands, with the reservation of cutting rights by the donor for merchantable timber. It is probable that this provision could be extensively used for free acquisition by the Government of forests that cannot be economically held by private owners.

3. Forest Tax Reform and Other Aids.

(a) Formulation by the Forest Advisory Committee of a program by which the Administration would endeavor to induce the States (either singly or by regional groups) to put into effect the forest tax reforms recommended by the Forest Service as a result of its intensive study of forest taxation throughout the United States. These reforms will ease the burdens of the forest owners.

(b) Agreement to seek additional Federal appropriations for additional protection against fire for all private forests organized for sustained yield forest management under this program.

(c) Agreement to allocate funds from the emergency public works program for the construction of roads for transport and protection in sustained yield management units (aggregates of individual holdings) organized under this program.

(d) Agreement to bring National Forests so far as practicable into the sustained yield management units so organized.

In addition to the above steps, which apply principally to large timber holdings, the important farm woodlot regions of the East should be handled by the formation of farm forestry and timber marketing cooperatives under the Agricultural Adjustment Act.

Administrative Organization Needed

A special administration will be needed to handle the double function of controlling lumber production by the quota system and establishing Sustained Yield Management Units and enforcing proper logging and cutting methods. The control will be exercised by requiring the submission and following of proper forest management plans. The Forest Recovery Administration should consist of a Director General with an adequate central staff; a minimum of twelve Regional Directors, one m each of the principal forest regions; and, in each region, sufficient District Foresters to care for the local forest units. In the West and other principal lumber regions, the District Forester (with necessary assistants) would supervise the operations on Sustained Yield Management Units. In the Eastern farm woodlot region he would organize and advise farm forestry and marketing cooperatives and bring small sawmills under a licensing system to prevent destructive cutting.

The proposed Committees provided by the tentative code of the lumber industry would be retained as advisory and cooperative agencies, to give industry full representation in the application of the entire program.

This Administration should preferably be lodged in the Department of Agriculture, though all matters affecting wages, hours, and collective bargaining could well be retained by the Industrial Recovery Administration. Because of the magnitude of the job (ultimately

involving some three hundred million acres) and the character of the work, it might well be considered whether such an Administration should not be distinct from and coordinate to the Forest Service, with both bureaus possibly lodged under an Assistant Secretary of Agriculture, devoted wholly to forestry.

If it is objected that the cost of such an administration is excessive, the answer is that forest devastation is vastly more costly.

I attach a separate memorandum not directly connected with the Industrial Act.[1]

Respectfully submitted,

[WARD SHEPARD]

[13:OF 466:T:PHOTOSTAT]

[1]"Proposal for a Permanent Forest Council," dated July 4, 1933, a seven-page typescript. Shepard proposed a permanent Federal Forest Council to advise the Secretary of Agriculture and the President on forest policy. He said that there was no conservation agency that had "any really organized instrumentality for planning," that the Forest Service had been unable to assume aggressive leadership (the plan envisaged by the Copeland report would not stop devastation on private lands), and the forestry societies were not equipped to do so.

161 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *July 11, 1933*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: I have read the memorandum of Major Stuart of June twenty-eighth relating to additional forest land purchases with much interest. It is my thought that our Government policy should take us distinctly into the yellow pine belt in Florida, Georgia, Alabama, Mississippi, and Louisiana, not only because we have comparatively little Federal yellow pine land, but also because next winter we may want to establish a great many C. C. C. camps in a warm climate. I suppose we should also consider adding to the above states, land on the coastal plain of South Carolina and North Carolina, also possibly some of the coastal plain land in Southeast Texas.

F.D.R.

TMB

[13:OF 149:CT]

162 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *July 14, 1933*

DEAR MR. PRESIDENT: I passed on to Major R. Y. Stuart your memorandum of July 11 with regard to forest land purchases in the South. In reply he submitted the enclosed memorandum.

Respectfully yours,

H. A. WALLACE

[13:OF 149:TS]

163 *[Enclosure]* ROBERT Y. STUART, FORESTER, FOREST SERVICE, TO HENRY A. WALLACE

WASHINGTON, *July 12, 1933*

DEAR MR. SECRETARY: The President's memorandum to you under date of July 11 regarding the purchase of forest lands has just been received. The expression of the President's views will be most helpful and promptly will be brought to the attention of the National Forest Reservation Commission. In this connection it might be well for the President to know the present status of the project.

Sixty days have elapsed since the President first decided to allot $20,000,000 for the purchase of forest lands, but no funds have yet been made available and the Forest Service is confronted with a difficult situation.

Due to lack of funds it has not been practicable to employ and place in the field the organization necessary to conduct the contemplated purchase program. Land ownership must be determined, offers to sell to the United States must be secured, the offered lands must be examined, cruised and appraised. With the expectation that the costs of such work could be met from the $20,000,000 allotment, the Forest Service has released as savings the $85,854 provided for Acquisition in the 1934 appropriation bill, and thus is without funds with which to meet the July salaries of persons now engaged in Acquisition work. It has not been possible to initiate the general program.

At its meetings of June 9 and June 20, the National Forest Reservation Commission approved the purchase of 666,983 acres of land at a total cost of $1,217,303.17. No funds are available with which to consummate these purchases which are distributed throughout twenty-eight different Purchase Areas in sixteen different States. Failure to act promptly on these cases will engender considerable dissatisfaction.

The first delay was due to the fact that the Executive Order of May 20 allocated the funds directly to the Secretary of Agriculture for expenditure. It was decided that under the provisions of the ECW Act the allotment must be through the War Department. In consequence, an amended Executive Order was prepared and signed by the President June 7.

Both orders limited expenditures of the allotted funds to the forty-two National Forest Purchase Units. The President decided that purchases in other areas also were desirable. To authorize them, a new Executive Order was signed by the President on June 24.

Up to that time the plan was to use part of the funds made available by the Act of March 31, 1933.[1] It is understood that the Bureau of the Budget found it impracticable to allocate such funds and finally decided that the allotted $20,000,000 should come from the funds made available by the National Industrial Recovery Act of June 16, 1933. This decision necessitated still another Executive Order.

Such an order was prepared, approved by the Director of the Budget and submitted to the President on July 8. Unfortunately, it did not incorporate the provision of the Order of June 24, and contained the limitation of expenditures to the forty-two existing National Forest Purchase Areas. This fact was noted by the President who accordingly declined to give the Order his approval.

At that time the President expressed certain views which have come to me indirectly and may not be correctly understood by me. One was a feeling that the proposed program of purchases

did not adequately provide for the southern pine region where timber grows rapidly and abundantly. As a matter of fact the Government now owns in that region a total of 646,070 acres, the immediate program of purchase within existing units therein would aggregate 536,000 acres, and the purchasable area within tentatively suggested new units totals 935,000 acres additional; so that the full program as conceived by the Forest Service would total 2,117,100 acres in the southern pine belt of the South Atlantic and Gulf States.

This is not the desirable ultimate program, but to date the State of Georgia has declined to consent to Federal purchases of forest land except in the mountainous region in the extreme north end of the State and in the Okefenokee Swamp; the State of Alabama has declined to consent except within the drainage of the Tennessee River; agreement with the State of Mississippi has been reached in connection with only one area; and consent by the State of Texas to Federal purchases of forest land has been granted only within the past sixty days or so. It is anticipated that under now prevailing conditions an additional program of purchase areas in the southern pine region can be developed by agreement with the States concerned and promptly carried into execution.

One important point is that if the President makes the funds available immediately the greater part will remain unobligated and unexpended for at least several months and will be available for purchases in the southern pine belt when conditions permitting its effective expenditure there can be developed by agreement with the States and approval by the National Forest Reservation Commission.

Major Keith of the War Department quotes General Coleman of the Office of Finance as quoting Mr. Howe, the President's Secretary, to the effect that the President feels that the governing Executive Order should not provide that the allotted funds should be expended under the provisions of the Act of March 1, 1911;[2] that instead of first establishing purchase areas and then purchasing lands it might be preferable, in some instances at least, to first purchase the lands and then establish a National Forest, or perhaps dedicate the acquired lands to some other public purpose.

There is, naturally, a tremendous pressure to sell lands to the United States, in areas of from forty acres upwards and in widely distributed sections of the country. Some orderly arrangement for handling these many proposals seems indispensable. Action must be governed by some definite public objective and service, and provision must be made for the subsequent management and development of the lands. Procedure under the well established administrative method built up under the Act of March 1, 1911, seems most logical. It prescribes specific public objectives, represents a long-established public policy and program; and permits participation by not only the three executive departments most concerned but also by both Houses of Congress.

On July 10 a revised Executive Order and supporting data were submitted to Secretary Dern for consideration by him as President of the National Forest Reservation Commission and with the thought that he might find it practicable to bring the matter to the President's attention. The Order had been reviewed and approved by General Coleman, and aside from minor changes in language had been approved by the Director of the Budget. If it were practical to secure the President's approval of the Order, the long delayed work of actual land purchase promptly could be initiated.[3]

Very sincerely yours,

R. Y. STUART

[13:OF 149:TS]

[1]Emergency Conservation Work Act.

[2]Weeks Forest Purchase Act.

[3]Executive Order 6208, July 21, 1933, allocated $20,000,000 for purchases of land for emergency conservation work.

164 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *July 20, 1933*

DEAR MR. PRESIDENT: In compliance with your suggestion of June 16, I wrote the National Lumber Manufacturers Association regarding the inclusion in their National Industrial Recovery Act code of definite provision for the control of destructive exploitation of timber.

The provisions in Article X of the code submitted on July 10 were thought by the Forest Service and other forestry and conservation agencies to be a far less explicit compliance with your request than is desirable. The lumber industry now proposes a revision. This in conjunction with the letter of June 18 from the Secretary of the Association[1] is far more satisfactory, and may be entirely so. Representatives of the industry give the most positive assurance that it is intended as a commitment to go just as far as possible. They propose a conference to be called by the Secretary of Agriculture at which both industrial and public programs to carry out this commitment will be formulated, both to be worked out later in detail.

Should you desire a more explicit commitment on the part of the industry to the principle of sustained forest production it could be obtained by substituting "bring about" for "encourage" in Art. I of the Lumber Code as submitted on July 10: "and to conserve forest resources and *encourage* the sustained production thereof."

An underlying idea in requesting sustained forest production from the lumber industry is that there shall be a reasonable public return. A clear-cut affirmative statement to this effect from you at the time of the approval of the code would be most helpful in furthering the industrial as well as the public part of the bargain. The Department would be glad to suggest the basis for such a statement if you so desire.[2]

[HENRY A. WALLACE]

[13:OF 466:CT:PHOTOSTAT]

[1]Not found.

[2]The lumber industry code was drawn up at a series of conferences between May 23 and July 20, 1933, beginning with a meeting of industry representatives in Chicago sponsored by the National Lumber Manufacturers Association. David T. Mason, at this time secretary-manager of the Western Pine Association, and later executive officer of the Lumber Code Authority, has described the formation of the code in *The Lumber Code* (New Haven: Yale University School of Forestry, Lumber Industry Series XI, 1935), and in his diaries, edited by Rodney C. Loehr, *Forests for the Future* (St. Paul: Minnesota Hist. Soc., 1952). Mason says that he, with William B. Greeley, Wilson Compton and Laird Bell, drafted Article X on July 10, 1933 (Loehr, *op. cit.*, p. 117). (Greeley was secretary-manager of the West Coast Lumbermens Association; Compton, secretary-manager of the National Lumber Manufacturers Association; and Bell, a Chicago attorney.) Between July 10 and 20, 1933, several meetings were held by this group with Forest Service officers and with representatives of forestry associations, forestry schools and foresters, like Pinchot, who were identified with the conservationist point of view. The Forest Service

pressed for a substitute conservation article which would have given the Government more control over the administration of the code. Mason characterized the proposed substitute as "vicious" and noted that Stuart accepted the final draft of the article with "some reluctance" *(ibid.,* pp. 117-118). Public hearings on the code began on July 20, 1933.

165 ROOSEVELT TO GOVERNOR EUGENE TALMADGE, Atlanta, Georgia

[WASHINGTON] *July 26, 1933*

MY DEAR GOVERNOR: In signing a new Order allotting $20,000,000 for the purchase of lands for national-forest purposes, I have had particularly in mind the need for a substantial enlargement of National Forests in the southern pine belt, where the growth of timber is rapid and abundant and where unusual opportunities exist for effective work in forest conservation by the Civilian Conservation Corps during seasons when inclement weather militates against such work in other regions.

I find that while provision is being made for large purchases of southern pine lands in Florida, Louisiana, Mississippi, South Carolina, and North Carolina, none is contemplated in Georgia, due to the fact that the consent of the State, which is a prerequisite prescribed by the Weeks Law under which forest lands are purchased, has not been granted by the State of Georgia except in relation to the mountainous section in the north end of the State, and to the Okefenokee Swamp which is not the most desirable pine area for Federal management. It seems worth while to bring this matter to your attention.

I am sending you this letter because I understand there is a possibility of your calling a special session of the Legislature in the near future. The purchase of such lands will have to be made this year.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I—C:CT]

[1](Drafted by the Agriculture Department.) Talmadge replied Aug. 5, 1933, offering an opinion of his attorney general that existing Georgia laws were adequate for the establishment of national forests in the state. Attorney General Cummings was, however, of the contrary opinion, and Roosevelt again suggested that Georgia enact the necessary legislation (Cummings to Roosevelt, Sept. 8, 1933; Roosevelt to Wallace, Sept. 13, 1933, OF I—C).

166 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON *7/27/33*

MEMO. FOR SECRETARY OF AGRICULTURE: I wish very much that you and Major Stewart would draft a definite, ideal paragraph for forest conservation, to go into the Lumber Code, and take it up with General Johnson.[1]

[FRANKLIN D. ROOSEVELT]

[Notation: T] Returning Memo. to President from Secy. Agric. Jul. 20, 1933 in re Lumber Code with correspondence, from Wilson Compton, Wash., D. C., with attached Memo.

[13:OF 466:CT]

[1]Hearings on the proposed lumber code ended July 26 and it was submitted to the President on Aug. 19, 1933. Mason states that Roosevelt was interested practically only in Article X and this he wanted changed: "We made changes, but not going as far as President asked. Cates, Laird Bell & Bill Greeley went back, and this time President signed" (Loehr, ed., *Forests for the Future*, pp. 118-119).

167 PRESS CONFERENCE, Executive Offices of the White House, July 28, 1933, 4:10 P. M.

[Excerpt] The President: . . . In regard to these projects,[1] I think it is perfectly well at this time to make one thing clear: The Wyoming project, for example, has as its primary purpose the control of flood waters on the upper tributaries of the Missouri River.[2] With that control there will be two other results, one power and the other sufficient water to use for reclamation purposes. Now, the very minute you start to increase the irrigation area in the United States, you run into the problem of additional crop production. At the present time we are all against additional crop production. What are you going to do about it? It will be good crop land. It will be irrigated land and therefore the Administration, in order to get this good crop land which will be a by-product of flood prevention, has decided that it will take out of production an equivalent acreage in sections of the country where such acreage is now being farmed on a submarginal basis. Submarginal land, in other words, is land which ought not to be farmed but is still being farmed. Now, that does not mean taking out acre for acre, because this reclamation land which will result from the flood control and this Wyoming project will probably produce three or four times as much in the way of crops as the submarginal land produces, and therefore it may, in all probability, be necessary to withdraw from cultivation three or four acres of submarginal land for every acre of new reclamation land that is being put into use. Therefore, we will undertake to acquire and take out of cultivation an acreage of submarginal land whose production is the equivalent of the new acreage of reclamation land which is put into use, so that the total production of crops will not be increased. Of course, at the same time we are taking off the soil, off that submarginal land, families that today cannot make a living working that submarginal land.

Q: Will the submarginal land be used for forest preserves?

The President: They will probably go back into the public domain and if there are lands which can be used for forestry purposes, we will put them into forestry.

Q: Out of what funds?

The President: Out of the same funds.

Q: Is there any estimate of the acreage on the Wyoming project?

The President: Do you happen to know how much, Harold?

Secretary Ickes: My recollection is about forty thousand.

Q: That will be improved?

The President: Yes.

Q: Will this submarginal land be withdrawn, will that be confined to the same State?

The President: Not necessarily.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]The reporters had been asking questions about proposed projects in the Columbia River Basin, the Missouri Valley, and the St. Lawrence River.

[2]The Casper-Alcova project on the North Platte River near Casper, Wyoming.

168 ROOSEVELT TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *8-3-33*

MAC: I want to visit three camps, and suggest that I go to Luray and then come back by whatever is the best way to Washington; will leave on the train at 9:30 in the morning, standard time; want to get back to Washington about 4:00 in the afternoon.

I would like to have Bill Green, President of the Federation of Labor, join me down there and come back to Washington with me.[1]

F.D.R.

[13:OF 268:T]

[1]On August 12 Roosevelt visited Civilian Conservation Corps camps at Grottoes and Sperryville, and at Bald Face, Big Meadows and Skyland in the Shenandoah National Park, Virginia. Fechner described the trips in a radio broadcast from Washington on Aug. 17, 1933 (a transcript is in OF 268). Ickes also described the trip in his *Diary* (I, 78-80).

169 PRESS CONFERENCE, Hyde Park, August 11, 1933

[Excerpt] The President: I think the only thing you can really write now is the fact that we are studying the problem of how to handle the situation during the Winter and that we hope that as many boys as possible will be able to get jobs.[1] Also that the camps that are in the heavy snow belt will have to be moved down to some place where they can be kept going comfortably during the Winter. Of course it will mean that quite a number—a good many thousand—will be moved clear to the south.

Do you know that I allocated twenty million dollars for the acquisition of new forest areas and of that about fifteen million will go to round out existing national forests, preferably in places where they can work all during the year? In other words, they are out of the heavy snow belts and about four or five million will be to establish new national forests, primarily in the sufficiently far south to be workable all the year around. There are areas under consideration in Florida, Alabama, Mississippi, Louisiana, Arkansas and, I think, North Carolina. I don't think South Carolina is included. Of course the Tennessee end of it is being taken care of by the Tennessee Valley Authority.

One of the reasons for that is that the Federal Government has never had anything except very, very small acreage—National Forest acreage—in the yellow pine belt. The only state that doesn't come under that is the State of Georgia where they have not passed the necessary enabling legislation. I spoke to the Governor of Georgia about it when he was in Washington and if he has a special session he says he will ask for the necessary legislation to allow the Federal Government to own land in Georgia. Off the record, that was a lead for him to hold an extra session. They could sell about a million acres of land to the Federal Government.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]A reporter had asked about the problem of keeping the Civilian Conservation Corps camps open during the winter.

170 ROOSEVELT TO ROBERT Y. STUART, FORESTER, FOREST SERVICE

WASHINGTON, *August 19, 1933*

MEMO. FOR THE FORESTER: Referring to the enclosed, what would it cost to put a series of 100-foot shelterbelts on the western side of the central belt (i. e. on the map a small portion of Northern Texas, a small portion of Western Texas, a small portion of Western Oklahoma, across Western Kansas and across Central Nebraska), these shelterbelts to be located approximately five miles apart and a total of six belts?

F.D.R.

[Notation: T] Memo reforest planting possibilities in the prairie region.

[13:OF I—C:CT]

171 *[Enclosure 1]* ROBERT Y. STUART TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *August 15, 1933*

DEAR MR. SECRETARY: Attached are some notes on strip planting of forest trees pertinent to the President's recent inquiry. Accompanying them is a map indicating the species suitable for such planting in the Plains region.[1] These notes describe a plan for planting 100-foot strips along Federal and other highways and section lines both north and south, which plan would have advantages over planting in blocks. Such a project could be handled in at least three different ways, as follows:

1. Acquisition and forest planting of strips by the Federal Government. This method of handling the project would promise most in the way of prompt and zone-wide action.

2. Acquisition and forest planting of strips by the Federal Government in cooperation with the States concerned on a dollar for dollar sharing basis. This method would have the advantage of insuring a substantial sharing in the work by the local public, represented by the States, to which a large part of the benefits would come. It would tend to win for the project, wherever it was undertaken, highly valuable local participation and support. Under such a plan, however, there would be less assurance of zone-wide completion of the undertaking with the likelihood that in the case of some States 50 per cent of the money necessary to successfully carry through the enterprise would not be forthcoming.

3. Production of the necessary forest planting stock by the Federal Government in cooperation with the States and planting by the interested landowners. This plan has the advantage of being enabled by legislative machinery which is already operating (Clarke-McNary Law, Section 4), although authorization for increased appropriations and actual increases in the appropriations would be demanded. The amount available for the Section 4 project for the fiscal year 1934 is $56,047 which is allotted to 40 States. The authorization is $100,000. We have recommended considerable expansion in both Federal aid in planting and Federal aid in extension, which would be the means by which such a project would be promoted and realized, but the estimates of cost did not include an extensive system of strip

planting.

This method would, however, sharply limit the possibility of prompt and complete fulfillment of the work as a zone-wide undertaking, since it is unlikely that private owners could be induced to carry through in the near future their part of the undertaking to a degree which would result in completed strips over extensive areas. The plan would also, no doubt, be opposed by many landowners whose individual farm interests would appear to be injured.

If the President and you think well of it, I can get in touch with the State Foresters and other State officers of the States within the zone under consideration in order to determine the feasibility of Federal co-operation with the States in such an undertaking, and to learn whether they would be prepared to actively participate in a project of this kind and could secure the support of the legislatures and landowners.

No estimate has been attempted as to the probable cost under any of the three methods noted.

Very sincerely yours,

/s/ R. Y. STUART

[13:OF I—C:CT:PHOTOSTAT]

[1]The map is present; the inquiry, if a written communication, has not been found.

172 ***[Enclosure 2]***

Forest Planting Possibilities in the Prairie Region

Forest plantations in the true prairie or plains region have proved effective only in the form of shelterbelts. As shelterbelts they have protected homes, livestock, and crops from the effect of the prevailing drying winds. Plantations for wood production only, such as have been established under more favorable conditions elsewhere, have not generally succeeded; in most cases they have not produced sufficient wood to return the initial investment.

Shelterbelt and windbreak plantings have been successful in many parts of the region. In developing these plantings, the deficiency in precipitation has been made up by cultivation and, in many instances, by occasional watering. Winter killing has been prevented by mulching. While the lumber value of the wood produced in shelterbelts is negligible, as a means of bringing personal comfort to the local residents and protection to crops and livestock these plantations are an important part of the region's agricultural economy.

It was the discovery of a tree capable of growing under prairie conditions, the osage orange, that made possible the earliest settlements (1800-1840) in the prairie region. Plantations, or more strictly hedges, of this tree provided the necessary fencing of the farm, furnished fuel, and gave shelter to the homestead. The development of rail transportation and the discovery of nearby sources of coal, respectively, lessened the need of trees as a growing fence and as fuel, but they did not lessen the need of trees as a shelter from biting winter winds. As settlements throughout the prairie region developed, increasing numbers of shelterbelts were planted to protect homes and livestock. A considerable number of tree species other than the osage orange have now been found to be satisfactory for the purpose of protection planting in various parts of the region.

The influence of these forest strips on wind is marked. Wind velocities ranging to 20 miles an hour are reduced by much more than half over distances from 4 to 8 times the height of the

windbreak. At greater velocities and at greater distances, the effect becomes less marked. The decrease in wind velocity markedly affects evaporation. On areas protected by windbreaks, from 10 to 60 per cent less evaporation results from winds ranging to 20 miles an hour in velocity, to a distance 5 to 10 times the height of the windbreaks.

Such marked effects upon wind and upon evaporation save considerable quantities of moisture for crop production. Studies have shown that on shelterbelt-protected fields from 15 to 40 per cent (on an average, about 30 per cent) more moisture is available to field crops over an area 12 times the height of the trees, when wind velocities range from 5 to 20 miles per hour. Not only is this saving of moisture effected in the growing season, but because of the retardation of wind velocity and the reduction of evaporation the snow cover is laid down uniformly over the area and the melt is absorbed into the ground instead of being dissipated into the air.

Forest strips are a form of insurance against the evil effects of drouth. This conclusion had been reached in Russia 50 years ago; at that time a special commission of soil experts recommended forest-strip planting in the Ukraine as one means of overcoming drouth and promoting land settlement. This system in which the plains are gridironed with forest strips is now an accepted part of the program of land settlement in southern Russia. Reports on Russian studies in the Ukraine state that the annual precipitation on plains areas protected by a widespread system of forest strips was 3 inches (16 per cent) greater than that on similar areas not so protected. This increase in available moisture was reflected in an increase in crop yields per unit of area, more than counterbalancing the reduction in cropped area that resulted from the tree planting. Yields of hay, wheat, oats, and rye were materially increased. Similar results have been obtained in Poland; protected fields were reported to yield from 20 to 60 per cent more than unprotected fields.

In American investigations carried out in Nebraska, protected corn fields produced 59 bushels per acre as against 41 bushels produced by unprotected fields. In this instance the net gain over an area 10 times as wide as the trees were tall, including the area occupied by the shelter-belt, was 9.22 bushels per acre. Fodder was increased by nearly 50 per cent. Apple trees produced 4.9 bushels each as contrasted with an average yield of 2-1/4 bushels for trees on unprotected areas. In California a higher yield of oranges and walnuts is recorded for protected areas, and a higher percentage of unblemished fruit.

In the Canadian plains region, farmers, formerly made little effort to raise vegetables other than potatoes, few raised small fruits, and none raised larger fruits. Now, under shelterbelt protection, nearly all grow various vegetables, many grow small fruits, and a few are raising apples, plums, etc.

To be most effective in protecting crops, a forest strip should be at least 100 feet wide, consisting of from 10 to 20 rows of trees. This width and spacing give the trees the opportunity to develop real forest conditions. They permit the use of slow growing, shrubby trees on the outside and of taller, more rapidly growing trees in the center, which gives maximum density of foliage and greatest possible height.

For the purposes outlined, forest strips should be not more than a mile apart in either direction; for maximum benefits, they should be about half a mile apart. As local roads in the prairie region very largely follow section lines and thus are usually a mile apart, it appears that widening their rights-of-way across a broad belt of country would make possible the development of a well-spaced system of forest strips that would furnish protection benefits to a large region. If the right-of-way were doubled, there would be sufficient opportunity for developing these strips as part of a highway plan.

Trees planted in 100-foot strips along the section lines (both north to south and east to west) of a belt 75 miles wide would approximate in total area a solid block of forest 3 miles in width. Such an aggregation of strips would cost more per acre to plant and care for than an equivalant solid block of forest. There would be advantages, however, in that the work of replacement and fire protection could be done very largely by road-maintenance crews and whatever additional work would be necessary could be handled locally. The labor for nursery operation, planting, and subsequent management could be drawn from nearby sources over a wide expanse of country.

In addition to serving the purposes already discussed, the strips would provide shade to the highway traveler and could be so planned as to constitute forest parks in a region where parks are rare. They would cause an increase in birds and game. It is possible that their beneficial effects as to climate would spread far beyond their immediate vicinity.

A forest planting such as originally proposed would take a large area of farm land out of cultivation. A solid block of forest 3 miles wide and 1,500 miles long would total nearly 3 million acres. The cost of such a plan would be high, but the loss in farm area, however, would tie into the general plan for reducing crop acreage. A program of forest strips might, on the marginal lands, have the tendency to develop diversified farming, as with protection and more available moisture, a greater variety of crops could be grown. Shelterbelts would probably make some crop production feasible on the poorer lands now so exposed to drying winds that the chances of crop losses are too great for agriculture.[1]

[13:OF I—C:T:PHOTOSTAT]

[1]There is no indication of the authorship of this memorandum but it was probably written by Raphael Zon, director of the Lake States Forest Experiment Station at St. Paul, Minnesota. Zon, an authority on the relationships of forests to water, was largely responsible for the planning of the Shelterbelt. His appointment to be in charge of its technical phases was announced July 30, 1934 (New York *Times*, July 31, 1934, p. 34).

173 ROOSEVELT TO ROBERT Y. STUART, FORESTER, FOREST SERVICE

WASHINGTON, *August 19, 1933*

MEMO. FOR THE FORESTER: Perhaps this Pole Mt. Nursery proposition is too expensive for us to expand. What I am seeking is a definite enlargement of desert land planting. Is there any other nursery which we could expand at a lower annual planting cost per acre of forestation?[1]

F.D.R.

[13:OF I—C:CT]

[1]Stuart had reported (Aug. 8, 1933, OF I—C) on the possibility of using the Forest Service Pole Mountain Nursery in Wyoming to supply shelterbelt planting stock. Acting Forester Sherman replied to Roosevelt Aug. 25, 1933 (OF I—C), describing other Forest Service nurseries. He said that he was confident that with some further indication of what the President had in mind the Forest Service could work out a project in some region that would meet his objectives.

174 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

HYDE PARK, N. Y., *August 29, 1933*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Our good friend, Thomas H. Beck, the Editor of *Collier's*, who is also Chairman of the State Board of Fisheries and Game in Connecticut, writes me as follows:

I was delighted to learn from Ray Tucker that you have decided to have a hearing on the contemplated proclamation concerning migratory water fowl, and I might say that I think such action is extremely wise, not only from the standpoint of your administration, but also from the viewpoint of conservation and restoration of which subject I have been a student for a number of years. As you may or may not know, I am Chairman of the State Board of Fisheries and Game in Connecticut, and as such, I am very much interested in all that pertains to the restoration of our wild life.

I think it is very important to keep the good will of the fish and game clubs and associations, and the chief point is the necessity of giving them a chance to be heard before promulgating orders changing the dates of open seasons.

F.D.R.

[13:OF 378:CT]

175 ROOSEVELT TO VANDERBILT WEBB, New York City

[WASHINGTON] *September 6, 1933*

DEAR VAN: I entirely forgot before this to write you about the very wonderful property at Staatsburgh, owned by Mrs. Lewis S. Thompson (Gerald Morgan's sister), which she is considering giving to the Taconic State Park Commission. I hope much that you can have a talk with Mrs. Thompson when you get back, or that Mr. Hadley will do so beforehand.[1]

As you know, I have for many years advocated acquisition of Hudson River shore front property by the Taconic State Park Commission. Here is a wonderful opportunity, especially because a large portion of this property lies on the river side of the New York Central tracks. Also, it is located on the New York-Albany Post Road.

I had thought of the possibility of this property being turned over to Dutchess County, but Dutchess has no park commission; and in any event, even if it did, the existing political situation in the county would mean a politically run park. It is vastly better to have the park owned and run by a State agency.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR-MD

[13:PPF 56:CT]

[1]Webb was secretary of the Taconic State Park Commission. Morris Hadley was a member of Webb's law firm, Milbank, Tweed, Hope and Webb (PPF 56).

[2]Webb replied Sept. 7, 1933 (PPF 56), that he had told Mrs. Thompson her offer would be acted upon as promptly as possible and that the State Park Commission agreed with Roosevelt that the property should be acquired as a park.

176 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *September 13, 1933*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Will you talk this over with the Forest Service and decide whether you think it worth while to try out something like this on the basis of an expenditure of say $1,000,000? I do not think the Government should pay anything for the land. If the land is privately owned it should be donated by the owners.

[FRANKLIN D. ROOSEVELT]

FDR-MD

[13:OF I—C:CT]

177 *[Enclosure]* EDWARD A. SHERMAN, ACTING FORESTER, FOREST SERVICE, TO ROOSEVELT

WASHINGTON, *September 8, 1933*

DEAR MR. PRESIDENT: Reference is made to your Memorandum of August 19, asking what it would cost to put a series of 100-foot shelterbelts on the western side of a belt designated as the "Central Belt."

The location which we believe you have in mind is indicated upon the attached diagram, extending from Childress, Texas, on the south, north across Kansas, through the Halsey Division of the Nebraska National Forest to Valentine, Nebraska. Forest planting has proved successful near Halsey, Nebraska, but conditions become more adverse as one goes southward. For the project as a whole it is believed that forest planting will be generally successful only if the ground is prepared a year in advance by summer fallowing and the plantations are cultivated two or three times each year to keep down competing vegetation and preserve moisture. This cultivation should be continued for about ten years or, in other words, until the forest growth closes in and shades the ground. Best results on plantations of this kind have been obtained by planting in rows 10 feet apart, allowing use of horses and machinery, and spacing the trees at four-foot intervals in the row, this requiring slightly less than 1100 trees per acre. From Childress, Texas, to Valentine, Nebraska, is approximately 600 miles. The area of six 100-foot strips 600 miles long is 43,635 acres. A rough estimate of the cost of planting such strips for windbreaks follows:

Planting stock, 47,519,000 trees at $5.00 per 1,000	$237,595
Labor in planting, 43,635 acres at $10.00 per acre	436,350
Cultivation, maintenance, protection and supervision of 43,635 acres at $3.00 per acre annually for 10 years	1,309,050
Total cost	1,982,995
Average cost per acre	$45.44

This does not include any item of land value. Excepting for a few miles through the Nebraska National Forest, the strips would run through private land. The Bureau of Agricultural Economics estimates the present value of this 43,635 acres at $15.17 per acre based on 1930 census figures showing a 1929 average value of $24.85 per acre. It is evident that to acquire title to such strips of land would on the average cost the government about $20.00 per acre. This would raise the average cost to about $65.00 per acre, or a total of $2,736,275 for the 43,635 acres. However, a forest plantation consisting of a strip 100 feet wide running through fields, pastures and open range would be doomed to early destruction unless protected from

stock. A four-wire fence would cost on the average about $320 per mile. Six strips 600 miles long would require 7,200 miles of fence costing about $2,304,000, and raising the total cost to $5,040,275, or an average of about $115 per acre.

These costs could be substantially reduced per acre by modifying the plans. A change from six 100-foot strips to one 600-foot strip would save $44 per acre in fencing cost and reduce the average to $71 per acre. This, however, might not result in as favorable climatic influences as the six strip method. Furthermore, by cooperating with the settlers in the 30-mile strip under consideration it should be possible to secure at a much lower cost, an equal acreage of successful forest plantations well distributed but not in continuous strips. It is quite possible that by a cooperative method it would be unnecessary to acquire any land, labor costs for planting and cultivating might be reduced 50 per cent, and fencing costs reduced to costs of materials only, thereby reducing the final average costs per acre to $37.50 itemized as follows:

Planting stock	$5.00
Subsidized planting	5.00
Subsidized cultivation, protection & management	15.00
Subsidized fencing, materials only	12.50
Total	$37.50

By this method the costs of planting and maintaining for ten years 43,635 acres of forest plantations distributed through such 30-mile belts might be reduced to $1,636,312.50, not including costs of supervision.

If further information is desired covering any feature of this problem I shall be glad to furnish it if possible.[1]

Very sincerely yours,

[EDWARD A. SHERMAN]

[13:OF I—C:CT:PHOTOSTAT]

[1]The question of land ownership was also discussed in two letters of Stuart to Tugwell, Sept. 27 and Oct. 18, 1933 (OF I—C). Stuart enclosed lists showing the kinds of land that would be affected by the proposed shelterbelt and a map of the proposed plantings. The problem involved is stated in *Possibilities of Shelterbelt Planting in the Plains Region* (Washington, 1935), prepared under the direction of Raphael Zon of the Lake States Forest Experiment Station of the Forest Service.

178 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *Sept. 19, 1933*

DEAR MR. PRESIDENT: I have received your memorandum reference of September 12 with attached letter of August 21 to Mr. Delano from Mr. Collingwood of the American Forestry Association.[1]

Your acceptance of the Lumber Industry Code, and the conservation obligations assumed thereunder in response to your wishes, has prompted Major Stuart to suggest to me that an intensive study should be undertaken of European forestry experience and practice. In Sweden, for example, there has been perfected a system of rational conservation for private forest lands which permits the largest measure of self-government by the industry itself, and

which, at the same time, adequately safeguards the public interest. This is essentially the problem that now confronts our lumber industry and there are no precedents to follow in this country. Mindful of this, Dr. Wilson Compton, on behalf of the National Lumber Manufacturers Association, has recommended to me that studies abroad directed to this end will be of value in formulating the necessary supplementary codes of forest practice and their administration. There are also related problems in which European experience may prove of particular value to us at this time such as the organization of farmers' forestry cooperatives, new methods of financing the management of forest properties for sustained production through public credit agencies, and the development of community life through the operation of permanent forest enterprises.

I have in mind other measures for the more effective economic and social use of our lands in which forestry will play an important part: the comprehensive program presented in the *National Plan for American Forestry* (Senate Document 12); the Tennessee Valley Project, with the prospect of other similar developments; the work of the Civilian Conservation Corps; and the program of the National Planning Board of the Public Works Administration.[2] An example of the kind of useful information that can be secured is the recent report prepared by the Forest Service on the Italian national land plan for the conservation, reclamation and utilization of soil and water resources. This report has been widely distributed and has been received with great interest.

In Dr. Tugwell's memorandum of June 27 to Colonel Howe[3] it was suggested that it would be feasible to finance the proposed European forest studies through the funds of the Emergency program. In view of the fact that specific provision is made in the Industrial Recovery Act for the conservation of natural resources and that Article X of the Lumber Industry Code is designed to accomplish this objective, it seems appropriate to ask your authority to allocate the estimated cost of $10,000 annually, or a total of $17,000, for the period ending June 15, 1935 from the funds of the National Industrial Recovery Act. An authorization to disburse the necessary sum under my direction is recommended. In view of coming conferences with representatives of the lumber industry, it is desirable that the European studies be undertaken as soon as possible.

Very sincerely yours,

H. A. WALLACE

[13:OF I—C:TS]

[1]Roosevelt's memorandum (OF I—C) reads, "What can I tell Mr. Delano about this?" G. H. Collingwood, forester of the American Forestry Association, urged that an intensive study be made of the Swedish system for the control of forest exploitation inasmuch as it required the kind of cooperation between the lumber industry and the government as would be required under the obligations assumed by the Lumber Code Authority and the Federal Government.

Frederic A. Delano, an uncle of the President, had been appointed chairman of the National Planning Board with its establishment, on July 30, 1933, under the Federal Emergency Administration of Public Works.

[2]The National Planning Board was established by the Public Works Administrator on July 30, 1933, "to advise on preparation of comprehensive program of public works, through development of regional plans, surveys and research. . ." *(U. S. Government Manual*, Winter, 1943-44, p. 613). It was abolished June 30, 1934, by the executive order which created the National Resources Board. For convenience, the dates covered by the succeeding planning agencies are here given: National Resources Board, June 30, 1934—June 7, 1935; National Resources Committee, June 15, 1935—July 1, 1939; National Resources Planning Board, July 1, 1939—Aug. 31, 1943 *(loc. cit.).*

[3]Tugwell referred to the value of the information on European forest problems collected by Arthur C. Ringland of

the Forest Service and noted that the curtailment of Agriculture Department funds made it impossible to continue Ringland in Europe (OF I—C).

179 ROBERT FECHNER, DIRECTOR, EMERGENCY CONSERVATION WORK, TO ROOSEVELT

WASHINGTON, D. C., *September 20th, 1933*

DEAR MR. ROOSEVELT: I have had presented to me a proposal covering a situation in Alaska which is both a relief measure and a conservation measure. Under date of July 28th the Alaska Game Commission addressed a letter to the Chief of the Bureau of Biological Survey, making application for an allotment of $39,139.00 from Emergency Conservation Work funds to assist in relieving the destitution among the native Indians of the South coastal region of Alaska, and to re-stock barren game sections of that territory. The letter goes into great detail showing the destitution among the native Indians, the game that would follow the stocking of the barren game areas, and points out that some years ago, the Territorial Legislature provided funds to a limited extent for this work, with very satisfactory results.

For the past three years the Territorial Legislature has not been able to continue these appropriations.

The matter was referred to the Secretary of Agriculture, H. A. Wallace and the Secretary of Interior, H. L. Ickes. Both Secretaries have written letters strongly approving the request.

As this constitutes a new feature of the work which I am directing, I felt I should call it to your attention, and ask your approval before authorizing the desired allotment.[1]

Appreciating your prompt attention to the matter, I am,

Sincerely yours,

ROBT. FECHNER

[13:OF 268:TS]

[1]This letter was sent by Roosevelt to Budget Director Douglas for recommendation. Douglas replied Sept. 26, 1933 (OF 268), that he had no doubt that the project was worthy but that he did not believe the allotment could be justified under the Emergency Work Act.

180 ROOSEVELT TO LOUIS M. HOWE, PERSONAL SECRETARY TO THE PRESIDENT

WASHINGTON, *October 10, 1933*

MEMORANDUM FOR L. H.: Tell "Chip" Robert that if this matter is worth pursuing any further I have no doubt that Mr. Wilson had a general idea of working young men on conservation as early as anybody else in this Country, but that there were probably a great many other people in various parts of the Country who had the same general idea at an equally early period. Quite aside from the actual details under which the C. C. Camps were finally developed, I myself as early as the autumn of 1929 decided to ask the Legislature of New York State for additional funds for conservation work, with the idea that these funds would be used primarily to employ people out of work. It seems to me that there is plenty of credit due everybody who saw the importance of this fine project.[1]

[13:OF 268:TS]

[1]Lawrence W. Robert, Jr., at this time Assistant Secretary of the Treasury in charge of public works, had sent to Howe certain letters of J. D. Wilson, Atlanta, Georgia, who claimed to have given Roosevelt the idea of the Civilian Conservation Corps (Howe to Roosevelt, Sept. 25, 1933, OF 268). Commenting on a similar claim, Fechner wrote to Postmaster General Farley, Jan. 19, 1937 (OF 268): "Everything that Major Hochfelder claims about credit for originating the idea represented by the CCC may be true. We have letters from a large number of individuals including Frederic A. Delano, who also feel that they first conceived the idea of this organization."

Richard St. Barbe Baker, a British forester, says he suggested the idea to Roosevelt at a meeting with him in Albany just before the 1932 election (Baker, *Green Glory,* New York: A. A. Wyn, 1949, pp. 66-68). Moley (during the drafting of the CCC bill) thought Roosevelt might have been inspired by the William James essay, "The Moral Equivalent of War" (Moley, *After Seven Years,* pp. 173-174). At that time Roosevelt was dubious about any connection; some years later he settled the question by saying that although he had known James and was familiar with the essay, he could not establish any relationship between it and the CCC camps (Le Hand to Verna Glod, Denbo, Pa., Nov. 28, 1940, OF 268—Misc.). The James essay appeared in 1910; in 1919 the Labor Department published Benton MacKaye's *Employment and Natural Resources. Possibilities of Making New Opportunities for Employment Through the Settlement and Development of Agricultural and Forest Lands and Other Resources.*

181 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *October 18, 1933*

Confidential

MEMORANDUM . . . FOR THE SECRETARY OF AGRICULTURE: I get from a good many sources suggestions that the Biological Survey spends too much time on scientific experimentalism, and that we ought to have a more practical spirit—their aim for example at the practical building up of game refuges and working out plans for making birds a valuable crop for the farmer to raise, just as they are in England.

Would you look into this whole subject and speak to me about it at your leisure?

[FRANKLIN D. ROOSEVELT]

FDR—MD

[13:OF I:CT]

182 NELSON C. BROWN, NEW YORK STATE COLLEGE OF FORESTRY, TO ROOSEVELT

SYRACUSE, NEW YORK, *October 20, 1933*

MY DEAR PRESIDENT ROOSEVELT: On Tuesday, October 17, Professor Sven Heiberg and I spent practically the whole day going over your plantations and outlining some thinning experiments to be continued in your woods east of the dairy farm.

Professor Heiberg, Mr. Ray Bower,[1] and I have just gone over the plans for next spring's planting, which may be summarized as follows:

(1) The red maple swamp which was cleared of timber has shown some very successful

results in spite of the rather difficult drought conditions of the past summer. It is recommended that the additional acreage, involving probably 10,000 trees, should be planted with mixtures of larch and white pine on half the area, the balance to be planted with a mixture of white pine and Norway spruce. It is believed that in this swamp location the white pine weevil which has affected the plantations on other parts of your place, will not be prevalent here.

(2) The yellow *Tulip*[2] poplar seedlings of approximately 1800 in number, now in Mr. Plog's garden, will be used to refill or supplement the yellow poplar plantations in the middle lot opposite the red maple swamp, and also used in the gravel pit lot.

(3) It is recommended that small dignified signs be placed at the northerly and southerly approaches to plantations pointing out that the plantations were put in as demonstrations and experiments in cooperation between Franklin D. Roosevelt and the New York State College of Forestry. On each individual plantation, small signs showing species, date of planting, spacing, and stock used should be placed at all reforested areas.

(4) The three lots opposite the red maple swamp and as approached from your home place known as (1) the gravel pit lot, (2) the middle lot, and (3) the big lot, will be planted with the Syracuse forestry plow. The big lot of approximately 12 acres will be planted with Norway spruce 4 by 5 feet apart. At approximately 15 by 16 feet apart, European larch will be used.

In the middle lot of approximately 4 acres, Black Hills white spruce will be planted primarily for Christmas tree purposes (some Idaho Douglas fir mixed with the same white spruce will be planted in part of this lot).

The gravel bed lot of approximately 5 acres will be devoted to red oak acorns sown with a plow on the entire area, approximately 6 feet apart. Yellow poplar and white ash will be placed on a wide spacing basis. Fillers on a close spacing basis of white spruce will be used for Christmas trees.

When at Hyde Park on Tuesday, we asked Mr. Plog if he had a general property map of your place which we could use in making a blueprint and to place thereon the location of the various plantations for your information as well as for our records and also for Mr. Plog's information. Mr. Plog says that he hasn't a copy of such map. Could you kindly arrange to have a copy sent to me if available. *Will look up.*

The above program calls for about 30,000 to 35,000 trees for planting next spring. The trees, oak acorns, etc. will be supplied by the College and it is assumed that, as usual, you will furnish the men to do the planting. I trust this plan will meet with your approval.

I expect to be in Washington from October 24 to 26 to attend the forestry and sustained yield provisions of the Lumber Code and will be at the Cosmos Club. *OK*

With very best wishes and kind regards in which Alice joins,

Sincerely,

NELSON C. BROWN

[13:PPF 38:TS]

[1]Heiberg and Bower were on the faculty of the New York State College of Forestry.

[2]Roosevelt here crossed out "yellow" and wrote in "Tulip." The two notations below (in italic) are also in his hand.

183 ROOSEVELT TO MAJOR WILLIAM A. WELCH, PALISADES INTERSTATE PARK COMMISSION, Iona Island, New York

[WASHINGTON] *November 8, 1933*

MY DEAR MAJOR WELCH:[1] I am very anxious to try out in one or two places the idea of giving the men in the C. C. Camps some kind of informal instruction in forestry and the natural history of trees. I am going to ask them to do this in the Virginia Camps this winter, and I wonder if you could get somebody—possibly Mr. Adolph I—to conduct voluntary classes at some of the Bear Mountain Camps this winter. It is my thought that this forestry work throughout the United States is going to expand in the days to come and that a lot of the men and boys might be diverted to forestry instead of going back to the cities.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

FDR-MD

[Notation: T] Copy sent to Mrs. Roosevelt. M. D.[3]

[13:PPF 973:CT]

[1]Welch was at this time chief engineer and general manager of the Palisades Interstate Park Commission.

[2]Raymond D. Adolph, from 1943 to 1947 superintendent of the New York section of the Palisades Interstate Park, was at this time forester of the Interstate Park Commission and had supervision over the forestry work being done by the Civilian Conservation Corps in the park. Following Roosevelt's suggestion, Adolph gave lectures on forestry to the boys at the camps.

[3]Margaret Donnelly of the governor's staff in Albany; she was temporarily lent to the White House by Lehman.

184 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *November 8, 1933*

MEMORANDUM . . . FOR THE SECRETARY OF AGRICULTURE: Will you please examine the inclosed Code for the Newsprint Industry and the inclosed Code for the Paper and Pulp Industry and let me know whether the cutting reforestation policy laid down in the former code is sufficiently safeguarded?[1]

F.D.R.

[13:OF 424:CT]

185 REXFORD G. TUGWELL, ASSISTANT SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *November 8, 1933*

DEAR MR. PRESIDENT: Your request for comment on the code for the Newsprint Industry

really raises the question of the effectiveness of Article 10 of the Lumber Industry Code since the Newsprint Industry Code refers to that article and promises to abide by its provisions.

I therefore take this opportunity to submit to you a memorandum on that article of the Lumber Code which was prepared for me by four of our wisest and most trusted foresters. You will find its criticism rather devastating but I am afraid that I agree with it almost entirely.

Respectfully yours,

R. G. TUGWELL

[13:OF 424:TS]

186 ***[Enclosure]*** **MEMORANDUM ON ARTICLE X**

[Oct. 31, 1933]

This memorandum is confined to an analysis of Article X, the so-called "Conservation Article" of the Lumber Code.

This Article was incorporated in the Code at the suggestion of President Roosevelt. Its intent was to commit the industry to such woods practices as will stop further devastation and perpetuate the forest resource upon which the industry operates. In order to facilitate the adoption of these practices by timber operators, the public agencies are expected to assist the industry in various ways.

What the Industry Seeks to Obtain From the Public

The industry has been allowed to organize its economic activities without regard to the anti-trust laws. This concession the industry has coveted for many years and has considered it essential for orderly development. Under the NRA the industry has already obtained material increases in lumber prices.

Among other concessions which the industry is seeking are:

1. Complete fire protection for timber holdings with the public bearing at least three-fourths of the expense.

2. Protection against disease and insect epidemics at public expense.

3. Emergency loans for refinancing the industry and long-term loans at low interest for future development of the industry.

4. Tax relief, ranging from advance of three-fourths of the taxes by the Government to substitution of a yield tax for the general property tax on timber or complete exemption of timber from taxation.

5. A contribution by the Government to local units in lieu of taxes on an annual basis analogous to the tax paid by private property, instead of the present percentage of gross receipts.

6. Government purchase of the land after it had been cut over.

7. A partnership between the Government and the timber owners in the management of the

national forests and adjoining private lands, with the Government committed to purchase the private land as it is cut over.

8. Purchase by the Government of private timber that is of such inferior quality or so inaccessible that it cannot be cut at a profit, so as to enable the industry to liquidate its investment more quickly and profitably.

9. Withdrawal of the national forest timber from sale, so as to eliminate competition of public timber with private timber.

10. Abandonment by public agencies, such as the Forest Service, of the well-founded "timber famine propaganda," on the ground that it encourages the use of substitute materials.

11. Embargo on foreign forest products which may compete with American timber.

What the Industry Undertakes to do to Preserve the Forest

The industry promises, through its local divisions:

(a) To determine such standards of forest practice, in conformity with State laws and policies, as will meet the requirements of the Code.

(b) To establish a system of effective machinery through which desirable standards *"as economic conditions permit," "may," "step by step,"* be converted into established forest industry practice. "Thus *may* industries *eventually* achieve . . . conservation and sustained production of forest resources."

The industry, however, insists emphatically that it can undertake these measures only if the public cooperation through the Federal and State governments is *"substantial, dependable, and enduring."* "Public co-operation . . . must not be, as heretofore in the main it has been *largely exhortatory."*

1. In *fire protection* the industry undertakes to exercise all reasonable precautionary methods and practices during logging in order to prevent damage by fire.

2. For *conservation of young timber* all advance growing stock as far as practicable is to be preserved during logging operations.

3. In order to *leave some timber for the next cut,* the industry will "undertake to determine by regions the extent to which merchantable sizes of timber may wisely be left as part of the forest growing stock and/or as an aid in reseeding."

4. The industry recognizes the desirability of *sustained yield,* i. e., a balance between forest growth and production, and will cooperate with other agencies in seeking to attain this objective.

5. The industry will not seek or require from individual operators any conformity to *rigid* or *blanket* regional standards, but each operator will be encouraged to formulate the standards and methods which he proposes to adopt in order to achieve the declared objectives of conservation and sustained yield.

The industry's declaration as to conservation measures as it is now expressed lacks definiteness and does not carry conviction that the industry takes seriously its commitment to carry out the spirit of Article X.

To test the intentions of the industry and to reduce its value commitments to definite proposals, the following proposal was introduced at the conference:

The lumber and timber products industries accept without reservation the responsibility assumed by them in Article X of the Code, to prevent further devastation and preserve the basic forest resources on which they operate. They pledge themselves to accomplish these objectives in the following ways:

1. Clear cutting of large contiguous areas of forest land will be abandoned as a practice in all regions.

2. All forest lands, before, during and after cutting shall be protected from fire.

3. Selective logging, designed to leave on the ground substantial volumes and values for the next cut shall be the general rule in all operations.

4. Sustained yield operation, either by economic units or by individual ownerships, shall be the chief aim of forest management in all regions.

This proposal was vehemently rejected by the lumber industry representatives as dangerous and unreasonable.

The conservation proposals, as they stand now, both those of the National Lumber Manufacturers Association and those of the Forest Service, have been referred to the Divisional Code authorities for reconciliation and compromise. Mimeographed copies of these two proposals are available. The Forest Service proposals are definite and when reduced to the simplest form express the spirit of the proposal quoted above, which was rejected by the Conference. The proposals of the National Lumber Manufacturers Association, though couched in forestry terms, are vague. Their reconciliation, if such is possible, should be not so much in the mode of expression as in the intent back of the language. It is possible that through further consultation with the industry's representatives some common basis for agreement may be worked out, but this is doubtful. If we follow the spirit of the NIRA such a compromise must be reached, since the industry is supposed to govern itself and resents the suggestion of rigid regulation by the Government. Possibly no solution of the difficulty can be found with the industry's present understanding of the Act. (This applies to other industries as well as to the lumber industry.)

Enforcement

Significantly, the industry opposes having government foresters attached to the Divisional agencies to check on the effectiveness of the conservation measures in the woods. The industry insists on being itself the judge as to such performance. This is a crucial point, which really tests the sincerity of the industry. It is in keeping with the industry's slogan: "This is an industry undertaking. It will be so administered."

The solution patently lies in the control of the industry by public agencies, and not by the industry itself. Unless, therefore, an earnest effort is made to control the industry under the NIRA, it is doubtful whether it will carry out the intent of Article X.

Moreover, Article X is made partially ineffective by non-inclusion under the Lumber Code of the pulp and paper industry which operates in the woods and in some instances is a part of the lumber industry. Often in the same logging operation, some trees are cut for lumber and others for pulpwood. If the pulpwood is not cut in conformity with Article X of the Code, the application of conservation measures in timber operations may be nullified. The lumber industry and the pulp industry fully understand this, but so far neither has made any effort to

bring pulpwood under the lumber code.

Finally, the ultimate solution of the problem of conservation of the Nation's timber resources lies in the Government taking over the forests and developing them for the benefit of all the people.[1]

[13:OF 424:T]

[1]The original of this memorandum (Oct. 31, 1933, OF 424), was signed by Raphael Zon, director of the Lake States Station of the Forest Service at St. Paul, Minnesota; William N. Sparhawk, senior forest economist of the Division of Forest Economics of the Forest Service; Edward N. Munns, chief of the Division of Silvics of the Forest Service; and Robert Marshall, chief of the Forestry Division of the Bureau of Indian Affairs of the Interior Department. Article X provided that a conference should be held for the adoption of amendments by which its declared objectives could be attained ("Code of Fair Competition of the Lumber and Timber Products Industries as Approved by President Roosevelt on August 19, 1933," mimeographed, issued by the National Recovery Administration). A conference was accordingly held in Washington on Oct. 24-26, 1933; the statement here enclosed by Tugwell is on article X as there amended. (Italicized words are underscored in the original.)

The text of Article X is quoted in Johnson's letter to Roosevelt of March 21, 1934, *post*, 232. Wallace's speech at the opening of the conference, "Statement of the Secretary of Agriculture before the Conference on Article X of the Lumber and Timber Products Code, October 24, 1933," was issued as an NRA press release of that date (OF 424). A contemporary view of Article X, from a professional forester's viewpoint, is found in, "The National Lumber Code," by Franklin Reed, in *Journal of Forestry*, XXXI (October, 1933), 644-648.

187 ROBERT W. LEA, ASSISTANT ADMINISTRATOR, NATIONAL RECOVERY ADMINISTRATION, TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, D. C., *November 9, 1933*

DEAR MR. MCINTYRE: Should it become necessary to take further measures to assure the Forest Conservation Program, the first step is obviously Presidential modification of Article X of the Lumber Code. Article IX Section 5 of the Newsprint Code and Article IX Section 7 of the Paper and Pulp Code would be automatically modified thereby, or subsequently could be modified individually as the circumstances indicated.

Mr. Tugwell's attack on Article X of the Lumber Code should undoubtedly be given thought; but, inasmuch as Section 10 (b) of NIRA is mandatory in all codes, I can see no logical reason for withholding approval of the Newsprint and Paper and Pulp Codes.[1]

Yours very truly,

R. W. LEA

[13:OF 424:TS]

[1]Section 10 (b) provided that the President could cancel or modify any "order, approval, license, rule or regulation" (act approved June 16, 1933, 48 *Stat.* 200).

188 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *Nov. 10, 1933*

DEAR MR. PRESIDENT: With reference to the inquiry in your memorandum of November

3:[1] All things considered, I believe that the plan of placing Pulpwood Producers under the Lumber Code as a self-governing Division by Executive Order is a partial way to meet the existing situation.

Whether or not such an order should be effective only until such time as the industry submits *[or?]* is granted a code of its own may be more doubtful. There would be some obvious advantages if all classes of private ownership of forest land were ultimately brought under a single forest code. The inclusion of pulpwood under the Lumber Code is perhaps a move in this direction which we might later find it inadvisable to reverse.

In this connection, I refer also to the memorandum transmitted to you yesterday by Dr. Tugwell.[2]

Respectfully yours,

[13:OF 466:CT:PHOTOSTAT]

[HENRY A. WALLACE]

[1]A one-line memorandum, "What do you think about this?" covering a memorandum from NRA Administrator Hugh Johnson to Roosevelt, Nov. 1, 1933 (OF 424), on bringing pulpwood producers under the Lumber Code as a self-governing division. Johnson's memorandum is not present.

[2]*Ante*, 185.

189 REXFORD G. TUGWELL, ASSISTANT SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *November 13, 1933*

DEAR MR. PRESIDENT: You will perhaps remember that you referred to this Department a memorandum submitted to you by Mr. Thomas H. Beck, asking us to look into the recommendation which was contained in it.[1]

This we have done and I enclose for your consideration a memorandum prepared by the Bureau of Biological Survey which is a rather thorough study of the proposal. You will notice that there is nothing novel in Mr. Beck's proposal and that Biological Survey feels it might much better be undertaken in another way. I have gone over the matter and am inclined to agree with them. It is quite possible that the Bureau of Biological Survey needs some reorganization, a matter which I am studying at the present time with a view to putting into effect such a project.

I think you might be interested in a confidential note concerning Mr. Thomas Beck, which I am enclosing.[2] I do not know how well you know him or whether you know of his relationships to conservation matters.

I think you might seriously consider the allocation to the Department of Agriculture of a sum anywhere between 10 and 15 million dollars for the acquisition of further game refuges in the expectation that if the acquisition program in the management of the land were carried out under the auspices of the Department, all the interests concerned would be served better than by setting up under a separate agency.

Respectfully,

R. G. TUGWELL

[Notation: A: LEHAND] File FDR[3]

[13:OF 378:TS]

[1]Beck's memorandum is printed (without date) in *Conservation of Wildlife,* Hearings before the Special Committee on Conservation of Wildlife, House of Representatives, 73d Cong., 2d sess. (Washington, 1934), pp. 241-243. This committee, headed by Rep. A. Willis Robertson of Virginia, was directed to "investigate all matters pertaining to the replacement and conservation of wild animal life (including aquatic and bird life) with a view to determining the most appropriate method of carrying out such purposes." The hearings cited above contain a statement by Beck on the origin of the wildlife restoration committee the President asked him to head. According to this, Beck submitted his plan for the restoration of game birds to Roosevelt on Oct. 15, 1933 it is described in the memorandum here printed.

[2]This undated, unsigned memorandum said that Beck was prominently identified with More Game Birds In America, Inc., an organization supported largely by wealthy sportsmen. This group had generally opposed Federal attempts to restrict the annual kill of ducks and had sponsored the so-called "cent-a-shell tax bill," a plan to raise funds that was practically identical with the Beck plan. The memorandum charged that the actual purpose of the bill "was to weaken or eliminate the authority of the Secretary of Agriculture to make regulations under the Migratory Bird Treaty Act." The memorandum noted that Beck's proposal made no reference "to the necessity for regulating the annual kill" and it did contain a provision "which would apparently seek to transfer the authority to regulate from the Department of Agriculture."

[3]This notation appears infrequently and is sometimes in Roosevelt's hand; it presumably means that he did not consider a reply necessary.

190 *[Enclosure]* PAUL G. REDINGTON, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, D. C., *November 10, 1933*

DEAR MR. SECRETARY: In accordance with your request the following report on the plans proposed by Mr. Thomas Beck is respectfully submitted.

Mr. Beck's plans for the restoration of game birds in America have been carefully studied. In so far as the restoration of migratory birds are concerned, they are identical to an extent with the restoration program which was first developed by the Biological Survey, and the adoption of which we have urged for years. Mr. Beck's proposal appears to overlook an essential feature in that he offers no plan that will insure the immediate conservation of the necessary breeding stock of migratory game birds. This can only be accomplished by the enforcement of restrictions that will reduce the annual kill. Without a sufficient supply of birds for breeding purposes, the remainder of the program is useless. The restoration and creation of areas suitable for wildfowl, as discussed in Mr. Beck's plan, are of the utmost importance to the future welfare of the birds, and of almost equal importance is the development of means by which we may achieve some control of natural enemies and disease. Effective methods to accomplish the control of creatures that prey on the ducks on their breeding grounds are not known at this time, despite all claims to the contrary. Obviously such methods cannot be developed instantly, and the benefits that might ultimately be expected could hardly be realized in time to be of immediate assistance in maintaining the present breeding stock. The Bureau has plans already formulated to accomplish the projects suggested by Mr. Beck. It has proposed them at every opportunity, and also at every opportunity has urged that appropriations be made to carry out these essential undertakings. The Bureau has the personnel trained and qualified to administer this work successfully and economically if funds are made available. The Bureau's plan is more comprehensive than that submitted by

Mr. Beck, for it also makes provision for the immediate conservation of the necessary breeding stock by means of adequate enforcement of restrictions that would limit the annual kill. From 300 to 500 men can be immediately and profitably employed in patrolling waterfowl concentration areas in the United States, under the direction and supervision of 23 U. S. game protectors who are trained men. This force could be profitably employed during the winter months or even longer, and the operations would result in saving millions of mature birds that will otherwise be destroyed within the next few months by various illegal practices. These birds represent a considerable proportion of the nucleus that must be retained if the other parts of the program are to be of any value after they have been developed. In so far as funds have permitted it has actually performed this work. This is an elemental requirement.

There can be no question as to the economic value of an abundant supply of game, or that a project of this character will greatly increase employment at this time and will assist in maintaining future employment. It will add greatly to the income of farmers who are suitably located to be able to profit from its provisions and will promote and encourage many industries that serve the sportsman. In addition there are vast recreational advantages that will accrue to our citizens from the development of an effective national program to increase valuable forms of wild life.

The plan must be modified and supplemented, however, since: (1) It does not guarantee the safety of a sufficient breeding stock of birds. Without birds the whole program will fail; (2) By proposing the creation of a new Federal organization it disregards the existence of a Government agency already authorized and established and entirely competent to carry out the actual work.[1] The complete technical and scientific information necessary to the administration of the project is now in the Survey. No other organization is in possession of this material.

The part of Mr. Beck's plan that deals with the restoration of upland game is highly commendable in principle. I would point out, however, that the various State governments, while accepting the principle of Federal control of migratory game birds, have consistently opposed any suggestion that contemplated even a partial control by the Federal government of matters dealing with upland nonmigratory game within their borders. Could the money proposed for upland game restoration be allocated and distributed to the various State wild life conservation agencies, under suitable conditions and with broad general limitations as to its expenditure and repayment, the plan might be feasible. The State agencies, however, in my opinion should have entire charge of any upland game restoration project, without interference or dictation from any other agency. The Biological Survey is equipped and prepared to assist these State projects by furnishing advice when it is desired and by conducting types of research work generally beyond the scope and resources of the State agencies. The Survey has rendered such assistance to the States for many years. I believe, however, this should be the extent of the Federal participation in the program.

In justice to the Survey I would like to say that our failure to carry a complete conservation program into effect long ago has been due entirely to our inability to secure sufficient funds. It has not been because the Bureau had no knowledge of the needs of the resource or of the required remedies. Moreover, the personnel of the Survey is entirely competent to administer this work efficiently and economically if it is given the opportunity. In view of their known qualifications and intense personal interest in wild life, together with their ability and their individual records of many years of labor in this cause, I feel strongly that if it is now the worthy purpose of the administration to support an adequate and comprehensive project for the conservation of American wild life, the responsibility of performing the work should be given to me and to my associates in the Biological Survey.

Qualifications for Leadership in a Wildfowl Restoration Program

Direction of efforts for game bird propagation and increase requires mature judgment based on comprehensive knowledge and extended experience in this technical as well as practical biological field. The biological features are the vital considerations for a program of this kind. The problems are both national and international in scope. Prompt and sound developments in this important field require extended acquaintance and experience in governmental procedure and in cooperation with State agencies and other national governments as well as with land utilization and improvement procedure and with farmers and agricultural agencies—Federal, State, and County. Waste of time, effort, and money; confusion of orderly organized operation; misdirection of public interest and confidence; and added danger to valuable natural resources will inevitably result from failure to recognize and to act in harmony with these basic requirements.

The Biological Survey is the only agency that has the requisite information and experience in this field. Any outside agency that undertook work of this character would be obliged to rely upon the vast fund of information secured by the Biological Survey through 50 years research, exploration and experience in this specialized field of work. To ignore this knowledge, experience, and acquaintance with field conditions and methods of investigation and operation would be fatal. Organization of a separate agency would lead to lost motion and confusion of policy.

The Biological Survey now has a staff of trained, seasoned, energetic men with the requisite technical knowledge and administrative experience in organizing and conducting nation-wide undertakings of this kind and in effecting necessary international arrangements. It has made extended surveys of the abundance, habits, and distribution of game birds of land and water areas and food resources suitable for waterfowl and upland game birds and has devised practical plans and methods for adoption in the United States. It is prepared to proceed expeditiously and effectively with plans that may be authorized and is now actively engaged on many undertakings and has published extensively in this field.

What the Biological Survey Has Done to Create, Improve and Administer Refuges for Wildfowl

The Biological Survey has always sponsored the establishment of inviolate sanctuaries for the conservation of wild life coming under its jurisdiction.

Aside from those areas that have previously been set apart for refuge purposes in the Public Domain, acquisition has been authorized by Congress of the Upper Mississippi River Wild Life and Fish Refuge containing 250,000 acres of land and water; the Bear River Migratory Bird Refuge in Utah containing about 64,000 acres; and the Cheyenne Bottoms Refuge in Kansas embracing approximately 20,000 acres.

The most pretentious refuge program is the Migratory Bird Conservation Act passed in 1929 authorizing the appropriation of $7,875,000 extending over a 10-year period beginning with the fiscal year 1930. That appropriation authorized up to and including the fiscal year 1934 amounts to $2,875,000 but only $1,082,525 has been made available. With this money there has been established by acquisition, cession and gifts, and by Executive order 22 refuges in 18 states and containing an aggregate area of 1,084,683 acres.

The funds available for the current fiscal year are so limited in amount that further examinations, acquisition negotiations and purchases have been brought to a virtual standstill. During the inception of the work the organization was so developed that the Biological Survey could handle with expedition, economy and good judgment a sufficient acreage of land to absorb the appropriations that were authorized for the succeeding years.

As an indication of the thought given and plans made it seems proper to record that detailed field examinations have been finished and basis for valuation fixed on approximately 4,000,000 acres of land in 141 units distributed throughout the 48 states. Part of the work plans contain numerous additional projects awaiting examination and appraisals that would increase this total to about 6,000,000 acres and the Survey is cognizant of other areas on which preliminary data is yet to be compiled.

It has also been the plan of the Biological Survey to develop the refuges that have been acquired where such development is necessary to conserve the water and increase the natural food resources that are so essential to the maximum use and enjoyment of such places by migratory birds in their fall and spring migrations.

The Biological Survey has also stressed on occasions the relationship of public ownership of suitable sites for migratory bird refuges to the reduction of surplus crops by removing submarginal lands from agricultural use.

As another indication of the importance attached to refuges in the conservation of this natural resource, I may remind you that a special meeting of the Migratory Bird Conservation Commission was called at my recommendation on May 23, 1933, and after passage of the Act of Congress of March 31, 1933 for the relief of unemployment through the performance of useful public works and for other purposes, there was presented to the Commission a memorandum and a proposed resolution that would have authorized the allotment of $6,750,000 for the acquisition of refuge sites throughout the United States, and the development and improvement of them in order to increase their value for the purposes established and it was anticipated that this program would be accomplished in less than two years. Herewith are copies of the memorandum and the proposed resolution that were laid before the Commission.[2] You will recall, and as indicated by the minutes of that meeting, the Commission proposed to lay this program before the President, and, I believe, that this was done on the same day on which the Commission considered the subject. So far as I am aware, approval has not been given to the suggestion.

Under the Public Works Program there seemed to be another opportunity offered to the Biological Survey to in some degree at least accomplish what had been contemplated by the measures proposed at the Commission meeting on May 23, 1933, and the Biological Survey suggested to the Committee considering the projects under the Public Works Program that money be made available for the acquisition of refuge lands and for the development of existing and newly acquired refuges. When the hearings were held the initial announcement of the Committee was that no projects would be considered that involved the acquisition of lands other than those involving very nominal amounts.

Under the allotment of $453,450 made by the Public Works program for the development of refuges, I am glad to be able to report to you that notwithstanding the late date on which funds were made available, work has been undertaken on ten refuges and already about one hundred men are employed. This number will steadily increase until approximately 1,000 men will be performing useful public work incident to the restoration of waterfowl.

If the sum of $12,000,000 for the restoration of migratory birds suggested to the President by Mr. Beck be made available to the Biological Survey it would be possible for this organization to proceed at once with an ambitious program offering employment to thousands of men and that would retire from use many thousands of acres that are in the category of inferior agricultural lands and the development on many areas acquired and contemplated for acquisition could be undertaken with the minimum of delay. I say this with confidence because the personnel of the Biological Survey engaged upon the investigations of proposed

refuge sites are intimately acquainted with the economic factors, character of the lands, and the complications that in many places exist by reason of drainage and irrigation developments and are eminently qualified to meet these problems from the knowledge that has already been acquired by them incident to the years that have been devoted to these investigations.

Respectfully yours,

PAUL G. REDINGTON

[13:OF 378:TS]

[1]Beck proposed that his plan be administered by an administrator who would be independent of existing agencies.

[2]Not present.

191 ROOSEVELT TO REXFORD G. TUGWELL, ASSISTANT SECRETARY OF AGRICULTURE

[WASHINGTON] *November 14, 1933*

MEMORANDUM . . . FOR ASSISTANT SECRETARY OF AGRICULTURE TUGWELL: Because your letter of November 8th with the memorandum, refers to Article 10—the so-called conservation article of the Lumber Code, I have felt constrained to sign the codes for the paper and pulp industry and the newsprint industry. To both of these codes the forest conservation article of the Lumber Code applies. Therefore, the next step is obviously Presidential modification of Article 10 of the Lumber Code.

That article was, as I understand it, approved by the Department of Agriculture. I think it would be well for you to study modifications desired in order that they may be taken up with the lumber industry.

[FRANKLIN D. ROOSEVELT]

[13:OF 424:CT]

192 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

AT WARM SPRINGS, GEORGIA, *November 21, 1933*

MEMORANDUM . . . FOR THE SECRETARY OF THE INTERIOR: I am inclined to think it would be a good thing to set aside for the Reclamation Service and/or Army Engineers a sum of fifty to one hundred thousand dollars for a survey of the whole Arkansas River Basin, starting in Colorado and going clear down to the Mississippi. There is much that can be done in this area for flood control, soil erosion, etc., and, incidentally, it would greatly help the CCC in placing camps in that Basin next year if we had a survey.

This would take in the Cimarron and Salt Fork Rivers, and if you go ahead with this be sure to let Congressman Marland of Oklahoma know.[1]

[FRANKLIN D. ROOSEVELT]

[13:OF 635:CT]

[1]Ernest W. Marland, a member of Congress from 1933 to 1935 and governor of Oklahoma from 1935 to 1939.

193 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

AT WARM SPRINGS, GEORGIA, *November 21, 1933*

MEMORANDUM . . . FOR THE SECRETARY OF AGRICULTURE: I think it would be a good idea if the Forestry Bureau would make an inspection of Congressman Marland's estate at Ponca City, Oklahoma. He tells me he has had great success with blue spruce, prostrate cedar, Scotch pine, etc.—altitude 2500 feet. He is an enthusiast, and you should tie his interest in with the Forestry Service.

FDR-MD

[13:OF I—C:CT]

[FRANKLIN D. ROOSEVELT]

194 JEAN SHERWOOD HARPER TO ROOSEVELT

SWARTHMORE, PA., *Nov. 25, 1933*

DEAR MR. ROOSEVELT: There is a matter that needs your immediate attention—the preservation of Okefinokee Swamp. Perhaps you may recall that a few years ago, Francis sent you some of his reprints on the Swamp—one of these being of special importance, "Okefinokee Swamp as a Reservation?" *The National Geographic Magazine* has just accepted from him a much more comprehensive account, which we hoped would create much additional sentiment in favor of the swamp's preservation.[1] For twenty odd years the naturalists and nature-lovers have been working for the preservation of this marvellous wilderness unique in its nature not only in this country, but in the world. The character of its fauna, its flora, and its human life is unsurpassed.

Two years ago the Senate Committee on Wild Life Resources visited the Okefinokee and submitted a report (pursuant to S. Res. 246) recommending its purchase as a national wild-life refuge.[2] But because of the depression nothing further has been done.

We now learn of the project to put a ship canal through the swamp. You well know what this would mean to the beauty of the area and to the wild life. The destruction that would thus be brought on is unthinkable. Our hope lies in you, to stop the project before it goes farther, and spend the money in the purchase of the swamp for a reservation, where beauty and scientific interest may be preserved for all time. The Okefinokee is regarded by naturalists all over the country as one of the very finest of all our natural areas, and I sincerely hope you will not bring disappointment and bitterness to them by permitting its destruction.

Why could not the canal go through the St. John's River by way of Jacksonville, where it would do far less harm than in Georgia?

I have a "stake" in the Okefinokee myself, as you will see by the reprint I venture to enclose.[3]

Sincerely,

(Signed) JEAN SHERWOOD HARPER
(Mrs. Francis Harper)

[13:PPF 1091:T:COPY]

[1]"Okefinokee Wilderness," by Francis Harper, in *The National Geographic Magazine*, 65 (May, 1934), 597-624. Dr. Harper, a zoologist specializing in the vertebrate fauna of southeastern United States, has also worked extensively in the Arctic and sub-Arctic. His wife, author of this letter, was graduated from Vassar College in 1918, and during the school year of 1920-21 was tutor to Anna and Elliott Roosevelt.

[2]Senate Resolution 246, introduced by Senators Hawes and Walcott on April 11, 1930, provided for the appointment of a Senate committee "to investigate all matters pertaining to the replacement and conservation of wild animal life . . ." *(Cong. Rec.*, 71st Cong., 2d sess., 72:7, 6916).

[3]"Collecting Folk-Songs in Okefinokee Swamp," by Jean Sherwood Harper, in *Vassar Quarterly*, 18 (February, 1933), 31-35. The swamp covers an area of about six hundred square miles and extends from southeastern Georgia into Florida. The proposed trans-Florida ship canal, originally highly favored by Roosevelt, was given up when it was found to be economically infeasible. Fears were also expressed that the subterranean water sources of northern Florida might be harmed by a canal.

195 ROOSEVELT TO JEAN SHERWOOD HARPER, Swarthmore, Pennsylvania

[WASHINGTON] *December 19, 1933*

DEAR JEAN: I too should hate to see the Okefinokee Swamp destroyed. Strictly between ourselves, I think there is much more chance of a ship canal going the southern way than through Georgia.

I hope all goes well with you and the family.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR-MD

[13:PPF 1091:CT]

196 ROOSEVELT TO SENATOR CLARENCE C. DILL OF WASHINGTON

[WASHINGTON] *December 19, 1933*

MY DEAR CLARENCE: I am interested in seeing the Columbia River Bill. Before we come to a final decision I think it would be well if we could have a conference that would include the Senators from the Columbia River basin, the Senators from the Missouri River basin, led by Norris, and the Senators from the Arkansas River basin. I think we must have a more or less uniform policy for all three areas.

Why don't you collect them and bring them to the White House for a conference?[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 360:CT]

[1]Senator Dill conferred with these people but not, apparently, at the White House. See his reply, *post*, 203.

197 SENATOR AUGUSTINE LONERGAN OF CONNECTICUT TO ROOSEVELT

WASHINGTON, D. C., *December 20, 1933*

THE PRESIDENT: I respectfully submit to you herewith the result of my efforts during the past several months to encourage a national program of stream purification, with suggestions for a solution which I think will require and merit the attention of a special group or interdepartmental board.

The first enclosure is a letter dated September 30th, 1933, from the Public Health Service, outlining in some detail the present status of stream pollution control in the United States. Attached to this is an opinion of the Solicitor of the Treasury relative to the Quarantine Act of February 15th, 1893, and the possibility of its enforcement in connection with the stream purification movement.[1]

The conclusions of the Public Health Service are that the best interests of the state are served by permitting their health units to control or prohibit pollution. The Surgeon General also refers to compacts in various states which are proving effective in eliminating pollution along certain streams. He shares my view to some extent that the problem has now become so great that we must look at it from a Federal standpoint and as a health measure encourage the erection of proper sewage disposal facilities by liberal Public Works loans, or by other national planning of either a voluntary or mandatory nature. If left on a voluntary basis, many municipalities which contribute to stream pollution would seek the aid of the Federal Government and others would not. On the other hand, if you, as Chief Executive, were to exercise the broad authority given you under Section 202 of the National Industrial Recovery Act which enables the Administrator of Public Works, under your direction, to "prepare a comprehensive program of public works, which shall include other things . . . and purification of waters," the result would no doubt be far more effective.

A second and more effective step toward a national program for preventing stream pollution could be made by strictly enforcing the Act of March 3rd, 1899, prohibiting the discharge or deposit into navigable waters of refuse material of any kind "other than that flowing from streets and sewers and passing therefrom in a liquid state." Reference to this act is made in the attached report from the Chief Engineer of the War Department[2] indicating clearly that little or nothing is being done to enforce the act where tons of suspended solids are allowed to flow in suspension to rivers and harbors, where they form a silt and become a menace to interstate commerce. These deposits in large centers require frequent dredging by the War Department in the interest of navigation, at a great expense to the Federal Government. Attached to this opinion of War Department engineers is a very complete answer by Mr. S. H. Wadhams, Director of the State Water Commission of Connecticut, who presents interesting facts regarding the actual tonnage of sewage deposited in New York Harbor and at other points each day, in the form of suspended solids in liquid matter.[3] His conclusion, which I think is a reasonable one, is that the Act of March 3rd, 1899, in the interests of navigation and interstate commerce, if properly and strictly enforced, would enable the War Department with the aid of the Department of Justice in enforcing the criminal provisions of the act, to require our large cities and many smaller communities actually to obtain better sewage disposal methods.

I am also attaching a statement from the Bureau of Fisheries in the Department of Commerce expressing interest in the stream purification movement, and enclosing a statement from Mr. M. W. Weir of New York City outlining a plan and recommending that the Federal

Government authorize a comprehensive survey of the water resources of the country.[4] His view is to co-ordinate the work of the various boards of water supply of political subdivisions, regardless of the lines of such subdivisions, and with the view of developing additional water supply by elimination of pollution.

I also submit a plan of stream purification by sewage utilization handed to me by Dr. George Wilton Field, Consultant Biologist, the Cosmos Club, Washington, D. C., who has had many years of experience and at one time made a special study of this problem abroad.[5] He found in Germany an excellent program of stream purification, through a method of sewage utilization by which communities actually made a margin of profit by the utilization of byproducts of sewage matter.

It is obvious also that the Isaac Walton League of America is interested in a stream purification plan. A letter from their organization is enclosed, together with their suggestion for solution of the problem, which recommends that the industrial codes of the National Recovery Administration should include provisions setting a standard for all industries to adequately dispose or treat injurious industrial wastes and not discharge such in public streams to the detriment of public welfare.[6]

Inasmuch as several Federal establishments are involved in this question and in view of the importance of stream purification as a national program, I respectfully submit my suggestion that a board or a group, representing the Public Health Service, the War Department engineers, the Department of Justice, the Department of Commerce, should be designated to work with officials of the National Recovery Administration and with outside interests such as the Isaac Walton League and various experts, to form a national program and make recommendations for its application in the interests of public health, navigation, wild life, and industrial development which will add to public works employment.

Respectfully submitted, Yours very truly,

AUGUSTINE LONERGAN

[13:OF 114—A:TS]

[1]The letter is printed below. The opinion is in the form of a copy (mimeographed) of a letter from Treasury Solicitor R. J. Mawhinney to Assistant Secretary of the Treasury F. K. Heath, Feb. 17, 1932. This and the other enclosures mentioned but not here printed are with Lonergan's letter.

[2]Dern to Lonergan, Nov. 8, 1933, printed below as enclosure 3, is apparently meant.

[3]Wadhams to Lonergan, Dec. 8, 1933, a long, technical statement showing that sewage solids were not soluble in water.

[4]Commissioner Frank T. Bell to Lonergan, Nov. 6, 1933, enclosing Weir to Bell, Nov. 10, 1933.

[5]Present as a one-page carbon copy (undated) entitled, "A Plan of Stream Purification by Sewage Utilization and to Develop Disposal of Sewage by Utilization."

[6]S. B. Locke, conservation director of the Izaak Walton League, to Lonergan, Oct. 21, 1933.

198 *[Enclosure 1]* SURGEON GENERAL HUGH S. CUMMING TO SENATOR AUGUSTINE LONERGAN

WASHINGTON, *September 30, 1933*

MY DEAR SENATOR: As requested by your secretary, I am furnishing you with the following information relative to the status of stream pollution control in the United States.

Insofar as the control of pollution of intrastate streams is concerned it has been assumed that this is a function of the State and many of the States have laws relating to this subject. In general these laws are administered by the State departments of health. Much is being done in many of the States toward correction of stream pollution. Many complications enter into the problem and the progress is necessarily slow.

In some of the States, particularly those having a considerable stream pollution problem, sanitary water boards have been formed whose sole function has to do with stream pollution and stream conservation. These boards are made up of State officials, with the commissioner of health as the chairman, and the chief engineer of the State department of health as engineer and secretary or executive officer. Pennsylvania, West Virginia and Illinois have such sanitary boards.

In the matter of pollution of interstate streams the problem is somewhat more complex. There are no federal laws dealing directly with this subject. The federal law relating to navigation prohibits the discharge or throwing into navigable waters any material which might obstruct navigation. This law, however, exempts waste water flowing over the surface of the ground or entering through sewers as liquid waste.

Since 1913 the Public Health Service has been carrying on research work in connection with stream pollution and stream purification. These studies have been devoted largely to stream purification and to the effect of pollution upon the operation of water filtration plants, and have been carried on with the idea of determining fundamental laws governing stream purification in order to furnish the State authorities and others having to do with stream pollution problems definite data that would be of value to them.

Because of the effect of pollution of interstate streams on water supplies taken therefrom the health departments of State located on the drainage areas of these streams have realized the necessity of joining forces in the study and control of pollution. At present we have a solution. The largest group and the one at present making the most pacts and these organizations are making headway in control of the pollution. The largest group and the one at present making the most headway is the Ohio River Board in which the health departments of seventeen States have formed a compact and are working together towards a common end. In these States the chief engineers of the seventeen State health departments form the Board of Engineers. An other group is composed of the States bordering on the Great Lakes. It is understood that Minnesota and Wisconsin, as well as Minnesota, Wisconsin and Iowa, have formed compacts relative to certain interstate streams adjoining these States. More recently New York, Connecticut and New Jersey have attempted to create a legally authorized organization under a Tri-State Treaty for control of the coastal waters in the Greater New York area.

The Public Health Service has been willing to give and from time to time has given assistance to the States in connection with their stream pollution studies. At the present time two engineers assigned to this duty are cooperating with the States located on the Ohio River, and with Indiana and Illinois in connection with the pollution of the southern end of Lake Michigan. On account of the lack of funds it is not possible for the Public Health Service to assist the States other than by giving advice, correlation of data, etc. It is expected that the details of the studies be carried on by the States themselves.

Some question has arisen as to just what powers the federal government might have in

connection with control over pollution of interstate streams. The Solicitor of the Treasury has given an opinion that the Secretary of the Treasury might issue certain regulations under the Act of 1893 limiting pollution of interstate streams where pollution originated in one State and water supplies were taken downstream in another State. However, the law requires that such regulations be enforced by the State and municipal health authorities when they will do so. In case of failure or inability to enforce the regulations the matter is reported to the President for his action.

I am forwarding herewith a copy of the Quarantine Law of 1893, the opinion of the Solicitor above referred to, and a digest of the stream pollution laws. I would also refer you to a paper delivered by Mr. Thorndike Saville before the American Institute of Chemical Engineers at their annual meeting in Philadelphia in 1931, which covers the whole question of stream pollution very thoroughly. In this paper he shows the limitations of the State and of the federal government in connection with this problem. It will be found in the *Proceedings* of the American Institute of Chemical Engineers for 1931.

I have not mentioned the Oil Pollution Act of 1924 since this has to do only with oil pollution of coastal waters.

Very truly yours,

H. S. CUMMING

[13:OF 114—A:TS]

199 *[Enclosure 2]* ACTING SURGEON GENERAL C. C. PIERCE TO SENATOR AUGUSTINE LONERGAN

WASHINGTON, *October 5, 1933*

MY DEAR SENATOR: I have your letter of September 30 relative to a national program towards regulating pollution of streams.

The pollution of streams at present is principally due to sewage from municipalities and industrial waste from manufacturing plants which, I understand, are eligible for loans from the Public Works Administration with certain limitations.

The State departments of health of the various States are urging the municipalities to take advantage of the opportunity to borrow money with which to undertake construction of sewage disposal works. Funds loaned to a State, under the Act, cannot be used for this purpose. It is possible that industrial plants may also borrow on proper security for the purpose of undertaking waste treatment.

In certain sections of the country the polluting influence on streams which materially affect their use for water supplies, is acid waste from bituminous coal mines. In others it is the oil and salt waste from oil wells. Where these mines or wells are active the owners could be held responsible for the pollution but we have a large number of abandoned coal mines as well as abandoned oil wells of which there is no record of owners and which are a material factor in pollution of streams. Control over this pollution might well be considered a federal project. In this connection steps are being taken to present to the Public Works Administration a plan for sealing abandoned coal mines in the bituminous area.

It would seem that all that can be done towards urging municipalities to take advantage of the loan features of the Act and construct necessary sewage treatment works is being done. It is

probable that industrial plants contributing waste of an objectional nature to a stream would have some difficulty in obtaining loans from the Public Works Administration with which to construct treatment plants and as far as I know no steps are being taken in connection with this type of stream pollution control work.

The establishment of a fund which would permit the States and the Public Health Service to enlarge their activities in connection with stream pollution would seem rather questionable since the fund would not be used in connection with construction work but only in studies and missionary work among the communities and industrial establishments.

Very truly yours,

C. C. PIERCE

[13:OF 114—A:TS]

200 *[Enclosure 3]* GEORGE H. DERN, SECRETARY OF WAR, TO SENATOR AUGUSTINE LONERGAN

WASHINGTON, *November 8, 1933*

DEAR SENATOR LONERGAN: I am in receipt of your letter of October 24, 1933, on the subject of stream pollution, in which you refer to section 13 of the act of March 3, 1899, and express a desire that action be taken by the War Department under this law to prevent the discharge of untreated sewage into navigable streams.

This statute prohibits the discharge or deposit into navigable waters of refuse material of any kind "Other than that flowing from streets and sewers and passing therefrom in a liquid state." The primary object of the law is the preservation of the navigable capacity of Federal waterways, and the essence of the prohibition is against the introduction of obstructive material into the waterways which would diminish such capacity and interfere with navigation. It expressly excepts from the prohibition the discharge of waste matter carried off in street drains and sewers, and it has been the view of this Department that Congress intended to include in this exception all matters commonly designated as "sewage" which ordinarily is soluble and causes no physical destruction. The discharge of raw or untreated sewage into navigable waters would not be a violation of this law unless the sewage carries with it solid and non-liquefying material likely to form deposits detrimental to navigation.

This Department is not advised that sewage laden with quantities of solid matter has been and is being discharged into the navigable waters of New York and Connecticut, or that such discharges have resulted in the creation of shoals or other conditions injuriously affecting the navigable capacity of these waters. It is deemed proper to observe that this is a criminal statute, violations of which are cognizable in the courts, and that the function of the War Department in its enforcement is limited to ascertaining facts and reporting cases of actual violation to the Department of Justice for prosecution. The Secretary of War is not vested with power to require cities and communities to subject their sewage to any purifying treatment, and it seems doubtful that the purpose you have in view can be accomplished under the provisions of this statute.

That the practice of discharging sewage into running streams is objectionable, and that it injuriously affects the comfort and health of the people, is fully recognized by the Department. The prevention of pollution, however, is not strictly speaking a Federal duty and Federal legislation in reference to it has been limited. The preservation of the purity of the water, it is suggested, is a subject which more properly belongs to the States for regulation

under their police powers.

Sincerely yours,

GEO. H. DERN

[13:OF 114—A:TS]

201 THOMAS H. BECK, PRESIDENT, P. F. COLLIER AND SON CO., TO ROOSEVELT

NEW YORK, *December 22, 1933*

DEAR MR. PRESIDENT: I am just in receipt of a letter from Secretary Wallace in which he advises me you have asked him to invite me to become chairman of a committee of three members to outline methods for completing a definite study for large scale development of breeding areas and breeding projects for wild fowl.[1]

I have this day written my acceptance.

For this honor I want to thank you very sincerely. I have high hopes of formulating, in collaboration with the other members of the committee, a practical and workable plan.[2]

With assurances of my personal esteem and best wishes for a Merry Christmas to you and Mrs. Roosevelt, please believe me,

Sincerely yours,

THOS. H. BECK

[13:OF 378:TS]

[1]Wallace's letter, Dec. 15, 1933, is printed in *Conservation of Wildlife,* Hearings before the Special Committee on Conservation of Wildlife, House of Representatives, 73d Cong., 2d sess. (Washington, 1934), p. 244. Wallace said he had discussed the plan with the President "on several occasions," and had conferred with the Bureau of Biological Survey and others about it. He asked Beck to be chairman of a committee "to outline methods for completing a definite study of the project." Jay N. Darling and Dr. John C. Merriam were named as the other members of the committee. The latter was unable to serve and Aldo Leopold of the University of Wisconsin was named instead when Wallace announced the appointments on Jan. 2, 1934 (New York *Times,* Jan. 3, 1934, p. 8).

[2]Answered *post,* 208.

202 ROOSEVELT TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *December 26, 1933*

MAC: Tell Marland to have a talk with Senators Norris, Thomas, Robinson and Dill on the general problem of an authority or authorities for the Arkansas, Missouri and Columbia rivers.

F.D.R.

[Notation: A: MCINTYRE] Notified Cong. M. & he is taking matter up. 2/27

[13:OF 132:T]

203 SENATOR CLARENCE C. DILL OF WASHINGTON TO ROOSEVELT

[WASHINGTON] *Dec. 29, 1933*

MY DEAR MR. PRESIDENT: In accordance with your suggestion,[1] I have conferred with Senators Norris, McNary, and Thomas and also Congressman Marland of Oklahoma regarding the different proposed authorities to be created for the Missouri River, Columbia River and the Arkansas River. I have also conferred with Mr. Henry Hunt, Counsel for the Public Works Administration, who has been working on a bill for the creation of the Columbia River Authority at the request of Secretary Ickes.

I find that while there are some minor differences in these bills, in a general way they are quite similar and all propose to grant similar powers to the boards to be created.

As a result of these discussions I have almost reached the conclusion we are likely to find ourselves overloaded with bills for the creation of these authorities and Congress is likely to drop all of them and we will get no legislation at all if we consider them as separate bills. For this reason I discussed with the Senators and Congressman Marland the advisability of one measure incorporating all of these bills. Therefore, I decided to draw a bill that will create one national organization to do all of this work. I haven't yet completed a draft of the legislation, as it is rather difficult to draw, but I have the general plan outlined.

Such a bill should provide for a national conservation and development authority or commission, with not to exceed five members. At this time it might be desirable to appoint only three members, one from the upper Mississippi valley, one from the lower Mississippi valley, and one from the Columbia River valley. At a future time representatives from the St. Lawrence and Colorado River valleys might be included. These members would constitute directors from each of the valleys from which they are appointed.

An interdepartmental committee of subordinates designated by the President, would work with the director in the preparation of plans for the conservation and development of the resources of the valley under consideration. This committee would need no extra pay, since they would already be on the payrolls of the government. They would soon become expert in their work. When the committee and director had prepared a plan for a certain project, they could submit it to the full board, which could approve, modify or disapprove it.

I believe this kind of organization is desirable because the problems arising in the different sections are so similar that experiences in one area would be extremely valuable in solving the problems in another area. For instance, the problems which Mr. Lilienthal is now working on in the Tennessee Valley in connection with the supply of electrical household equipment and other electrical supplies, will be exactly duplicated in the Columbia River country three years hence, when we attempt to sell power from the Grand Coulee and Bonneville dams.

The problems of flood control in the Tennessee Valley area are quite similar to those in the Arkansas Valley area. The problems of forestry are almost identical. Many of the problems relating to mountain streams and flood control in the Columbia River area and the Missouri are identical. It seems wise to me, therefore, to plan for a national organization that will be able to correlate the efforts of officials in different sections of the country. We need not abolish the Tennessee Valley Authority, as it is an experimental body and doing wonderful work. It might be provided, however, that at some future time the President could place its officials under this national organization. In the mean time, men like Mr. Lilienthal could be

appointed as advisors to the national organization.

This organization could also work out the data as to a superpower system. It could determine the feasibility, practicability and cost of such a plan and Congress could grant authority to build and develop such a system if that be thought wise.

I am submitting this for your consideration and shall hope to talk with you about it at an early date.[2]

Sincerely yours,

CLARENCE C. DILL

[13:OF 635:TS]

[1]*Ante,* 196.

[2]Answered *post,* 209.

204 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *January 3, 1934*

[Excerpt] In this field,[1] through carefully planned flood control, power development and land use policies, in the Tennessee Valley and in other great watersheds, we are seeking the elimination of waste, the removal of poor lands from agriculture and the encouragement of small local industries, thus furthering this principle of a better balanced national life. We recognize the great ultimate cost of the application of this rounded policy to every part of the Union. Today we are creating heavy obligations to start the work and because of the great unemployment needs of the moment. I look forward, however, to the time in the not distant future, when annual appropriations, wholly covered by current revenue, will enable the work to proceed with a national plan. Such a national plan will, in a generation or two, return many times the money spent on it; more important, it will eliminate the use of inefficient tools, conserve and increase natural resources, prevent waste, and enable millions of our people to take better advantage of the opportunities which God has given our country.[2]

[SPEECH FILE:T]

[1]In the preceding paragraph Roosevelt had referred to the need of bringing agriculture into balance with the rest of the economy.

[2]The text of this excerpt from the 1934 annual message is that of the unsigned reading copy; this was retained by the President and another copy was sent to the Congress. With the reading copy are two drafts, the first revised solely by Roosevelt, the second bearing numerous revisions in his hand and Raymond Moley's hand. Revisions in the part here printed are changes in language only. Thus, in the first sentence, Moley substituted "a better balanced national life" for the phrase "restoring balance." In the third sentence, Roosevelt substituted "to start the work" for "in the initial stages." In the last sentence, Moley substituted "our country" for "to the United States of America." This excerpt is but a small part of the entire message; for this see Rosenman (ed.), *Public Papers,* III, 8-14.

205 PRESS CONFERENCE, Executive Offices of the White House, January 3, 1934, 4:45 P. M.

[Excerpt] The President: I said today in the Message to Congress,[1] in a nutshell, that we are

engaged in—you might almost call it rebuilding the face of the country and that it will be, eventually, a national plan. You take, for example, the Missouri River or the Arkansas River or the Upper Mississippi: what we are doing out of Public Works is some of the obvious work at the major places, some of these big dams. Eventually, as we go through with the entire planning which, in the case of a river watershed, might run anywhere up to twenty-five or forty years, my thought is that by another year and a half we will have those plans pretty well nationalized so that there will be a complete national picture and that we will proceed on them at a rather definite yearly rate with the object of getting back as much as we can of that financing, knowing at the same time that we are increasing general national values, even if it does not come back to the Treasury, very largely and doing it in an orderly way and, as we are doing it, paying for it out of current revenues. In other words, putting it, as far as national planning goes, on a pay-as-you-go basis. These Public Works programs are taking care of some of the larger projects first.

What I would like to see—and this is an expression of what I hope will happen in another year and a half—is that we will definitely advocate, as a national policy, the expending of $500,000,000 a year to restore the face of nature and that will be paid for, not out of bond issues but out of current revenues.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]See excerpt above.

206 SENATOR GEORGE W. NORRIS OF NEBRASKA TO ROOSEVELT

WASHINGTON, D. C., *January 3, 1934*

MY DEAR MR. PRESIDENT: I have been wondering for some time why it would not be an excellent idea to allocate a portion of the public funds to a general study and survey of the entire Missouri River and other tributaries of the Mississippi.

I have outlined my ideas in a letter to the Secretary of the Interior, and am inclosing a copy herewith. This letter to Secretary Ickes is, I think, fully self-explanatory, and gives in detail what I have in mind.

Your earnest and careful consideration at the earliest possible moment is most respectfully requested.

Very truly yours,

G. W. NORRIS

[*Notation:* A: LEHAND] Sec. Interior for Prep of reply

[Notation:A] Ans 1/10/34

[13:OF 466—D:TS]

207 *[Enclosure]* SENATOR GEORGE W. NORRIS TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *January 3, 1934*

MY DEAR MR. SECRETARY: I would like to make a suggestion to you about the allocation of some public funds for the purpose of making a survey and study of the possibilities of the improvement of some of our interior streams, such as the Mississippi, the Missouri, the Arkansas, and other streams of the Mississippi Valley.

Several bills have been introduced for various kinds of improvements on these streams, and for a great many years the Federal Government has spent vast amounts of money for the improvement of these rivers. Much of this, I think, has been wasted, because a definite plan was lacking, and the haphazard expenditure of money in one place had no connection or relation to the expenditure of public funds in another. Some of the funds were spent with only one purpose in mind—navigation. Other money was spent, thinking only of irrigation. The question of marginal lands, reforestation, and general agricultural development has been forgotten. The relationship between irrigation, flood control, navigation, power development, reclamation of marginal lands, and the reforestation of these lands has all been lost sight of in the expenditure of some of these funds. The general welfare of the people and the happiness and prosperity of the citizens, the proper use of lands and other resources have not been considered, except in so far as they apply to some particular improvement.

I think it will be found upon due investigation that all these things bear a relationship to each other. They will all dovetail into each other. It was wrong to expect the farmers to pay the entire cost of the building of a dam, for instance, for irrigation purposes, when that dam, at the same time, stores flood waters which, if uncontrolled, will do damage to other lands, or when it will carry away silt and soils from one section of the country and deposit them in the Gulf of Mexico.

It will be found, I think, upon investigation that some of the money spent for the improvement of streams along the Mississippi, the Missouri, and other tributaries, could have been expended more beneficially in the detention of flood waters nearer the source of these streams. It will be found, also, that much damage done by floods in the upper streams where valuable farms are destroyed and other public improvements carried away, to the damage of property and people farther down the stream, could all have been avoided if the flood waters had been taken care of at the place where Nature has provided a natural storage reservoir. It is wrong to expect the people who pay for electricity, for instance, to contribute all the cost of a dam where that dam helps navigation farther down the stream, or where it prevents flood waters from doing damage farther down.

Some of the interests affected are private in their nature; others are public. It seems to me a study of the entire question should be had. Some studies along this line and some surveys have been made by States, but such studies have no relation to similar studies made in other States. I cannot tell, and I do not believe it is known, just how far these different studies will harmonize, and how complete they are. It will probably be found, upon examination, that some of them are very complete and very efficient, and some of them lack completeness and efficiency. It seems to me it would be proper to allocate a portion of these public funds to defray the cost of a general survey and study of the entire region, with a view of taking advantage of other surveys and studies which have been made, and making others which will dovetail into them.

I am suggesting, therefore, that an allotment be made for the purpose of making such survey and study, under your direction as Federal Emergency Administrator of Public Works.

In my own State, the Legislature several years ago appropriated $25,000, which money was, I think, used very economically in making a survey of the waters of the State, and I believe it will be found that most of this work was efficiently done, and that the results, if properly worked into similar results in other States, will go a long way towards giving us a broader

and more definite idea of the entire region and its possibilities. It may be found, upon examination, that similar studies have been made elsewhere, and that they will harmonize into one complete whole. These rivers and valleys should be improved without regard to State lines, and the work would then become national in its character.

I am taking the liberty of sending a copy of this letter to President Roosevelt, and I hope you will consult with him about it, and ascertain if something of this kind would not only be very beneficial to the people at large, but would also go far towards harmonizing work which has already been done, so that surveys and studies might not necessarily have to be duplicated.[1]

Very truly yours,

[GEORGE W. NORRIS]

[13:OF 466—D:CT]

[1]Answered *post*, 210.

208 ROOSEVELT TO THOMAS H. BECK, PRESIDENT, P. F. COLLIER AND SON Co., New York City

[WASHINGTON] *January 4, 1934*

MY DEAR MR. BECK: It is good to know that you will serve on the Special Committee to outline the next steps in a program for large-scale development of breeding areas for wild fowl. It seems to me that a project of this kind might properly fit into our general program, and I know that you are in a position to give the matter especially interested and informed study.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

JMH

[13:OF 378:CT]

[1](Drafted by the Agriculture Department.) This is in reply to Beck's letter of Dec. 22, 1933, *ante*, 201.

209 ROOSEVELT TO SENATORS CLARENCE C. DILL OF WASHINGTON, GEORGE W. NORRIS OF NEBRASKA, CHARLES L. MCNARY OF OREGON AND ELMER THOMAS OF OKLAHOMA

WASHINGTON, *January 9, 1934*

MEMORANDUM . . . In relation to the watershed developments of the Arkansas, Missouri and the Columbia rivers, may I suggest that after you have talked over the whole subject together that you come down some day at your convenience and talk over the possibility of one piece of legislation to cover the whole thing.

I have read Senator Dill's letter of December twenty-ninth.

[FRANKLIN D. ROOSEVELT]

[13:OF 635:CT]

210 ROOSEVELT TO SENATOR GEORGE W. NORRIS OF NEBRASKA

WASHINGTON *[January 10, 1934]*[1]

MY DEAR SENATOR NORRIS: I have your letter of January 3, suggesting the allocation of funds for general study and survey of the Missouri River and other tributaries of the Mississippi.

A committee, known as the Mississippi Valley Committee, has recently been appointed under the Public Works Administration for the purpose of studying and correlating projects involving flood control, navigation, irrigation, power, reforestation and soil erosion in the Mississippi drainage area. It would seem that there is very close harmony between your suggestions and the functions of this Committee.

I am very deeply interested in this whole matter and trustful that through the agency of the Mississippi Valley Committee, much will be done to correlate the various independent studies that have heretofore been made.[2]

Very sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 466—D:CT]

[1]This date is derived from a notation on Norris' letter of Jan. 3, 1934, *ante*, 206.

[2]Drafted by the Interior Department.

211 CARL D. SHOEMAKER, SECRETARY, SENATE SPECIAL COMMITTEE ON CONSERVATION OF WILD LIFE RESOURCES, TO ROOSEVELT

[WASHINGTON] *January 10, 1934*

DEAR MR. PRESIDENT: The Senate Committee on Conservation of Wild Life Resources, to whom you gave such fine encouragement which brought a quick response from all sections of our country, on December 20th notified you of a National Conference to be held on the 25th of January, with the request that you set a date on the 26th of January for an audience which you agreed to give a special committee.

The committee that will call upon you will represent the Atlantic Coast, the Pacific Coast, the Gulf, the Northern boundary, and the Valley States.

It will be composed of leading representatives of long-established game organizations, editors of special sporting magazines, and conservationists of experience and long-time service. Many of those who will attend this conference will come from long distances, and it will be helpful if you will advise us when it will suit your convenience and at what hour you will receive this delegation on January 26th.

You are, of course, aware that this Senate Committee on Conservation of Wild Life Resources has held many public hearings and made extensive studies of this whole subject,

including investigations of different areas. We believe that this proposed conference with you may be of material assistance in outlining and carrying forward any national program of conservation which meets with your approval.[1]

Soliciting your reply, and speaking for the committee, who are grateful for this consideration, I am, Sincerely,

CARL D. SHOEMAKER

[13:OF 378:TS]

[1]The delegation was given an appointment on the date requested (McIntyre to Shoemaker, Jan. 12, 1934, OF 378).

212 ROOSEVELT TO REPRESENTATIVE JED JOHNSON OF OKLAHOMA

[WASHINGTON] *January 15, 1934*

MY DEAR CONGRESSMAN: Thanks for your letter of January fourth, enclosing letter from Mr. Morton, which I am returning herewith.[1]

The subject of soil erosion is one in which I am deeply interested, and the corrective measures to be taken will receive increasing attention as the experimental work and determination of procedure to be followed progress.

I hope some day, when more immediate problems have been disposed of, to talk to you on this subject.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

MAM

[13:OF 732:CT]

[1]Johnson said in part: "I have talked with some of the leading engineers of the Public Works Administration and I know they feel soil erosion is one of the greatest menaces the farmers of America are facing and that a terracing program is essential if the farmer is really to have permanent relief" (OF 732). He did not identify Morton except to say that he was one of his constituents.

213 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *January 17, 1934*

DEAR MR. PRESIDENT: Mr. Beck, Chairman of the Special Committee that you suggested that I set up, has given me the enclosed memorandum which I pass on for your information.

I may say to you that I have been much impressed by the work which Mr. Beck and his Committee are doing, and I am very hopeful that they are going to have something practicable and really important.

Sincerely yours,

H. A. WALLACE

[13:OF 378:TS]

214 *[Enclosure]* THOMAS H. BECK, CHAIRMAN, PRESIDENT'S COMMITTEE ON WILD LIFE RESTORATION, TO HENRY A. WALLACE

WASHINGTON, D. C., *January 17, 1934*

MEMORANDUM FOR THE . . . SECRETARY OF AGRICULTURE: I am told that the members of the Senate Wild Life Committee have asked the President for a definite appointment to present delegates from the American Game Conference.

Assuming that one will be granted, I hope the President will find it advisable to call the attention of the delegates to the fact that you have, at his request, appointed a Committee that is now studying all available data procurable from Government agencies and State fish and game commissioners for the purpose of writing a comprehensive report to be submitted as soon as possible, which will embody:

1. Recommendations for the acquisition of migratory waterfowl nesting areas now in suitable condition or that may be reconstructed and made suitable;

2. Recommendations for the acquisition of upland game areas in the various States suitable for facilitating natural reproduction of various species;

3. A recommendation for a comprehensive nation-wide plan for action that will have to do with the conservation and restoration of all wild life species;

4. A recommendation for a coordinated administration set-up for all forms of conservation, including forests, parks, inland fish and wild life.

We are soliciting and securing cooperation from all organizations interested, including those whose interest is confined to the spectacle, recreational and inspirational value of our wild life resources. We are particularly cooperating with the Senate Committee on Wild Life and the Biological Survey, and they, in turn, are giving and have promised their cooperation—all of which is very gratifying.

The President may wish to say that if and when the report is accepted, it is proposed that the purchases of the necessary areas will be made under the authorization granted to you for the purchase of sub-marginal and waste lands for withdrawal from commercial agriculture, and that their management can be carried on under the broad authority granted you by the Lacey Act, passed in 1900, and which has lain dormant until now.

Sincerely yours,

THOS. H. BECK

[13:OF 378:TS]

215 GEORGE H. DERN, SECRETARY OF WAR, TO ROOSEVELT

WASHINGTON, *January 20, 1934*

DEAR MR. PRESIDENT: In accordance with the request of your secretary, Mr. Howe, I take

pleasure in furnishing my views on the suggestion advanced by Senator Augustine Lonergan that a special group or interdepartmental board be formed to consider measures for stream purification.[1]

The pollution of our streams by the discharge of sewage and industrial waste is so objectionable as to warrant all corrective measures practicable, and I am heartily in accord with the suggestion that a comprehensive investigation be undertaken to determine the means by which the powers and resources of the Federal Government may be utilized in stream purification.

The Corps of Engineers of this Department is in a position to undertake such an investigation in cooperation with the Public Health Service of the Treasury Department, provided that the necessary funds for the purpose can be made available. This investigation should include a comprehensive survey of the extent of the pollution of our streams throughout the entire nation; the determination of the most suitable general types of remedial measures with due regard to the cost of the installation and operation of the sewage treatment works, and a formulation of a national policy with respect to the prevention of pollution. Since the field offices of the Engineer Department cover comprehensively all of the watersheds of the United States, and are cognizant of the conditions of stream flow, this Department is in a position to furnish, with the advice and assistance of the Public Health Service, a comprehensive survey of the actual extent of stream pollution throughout the nation. The determination of the most suitable general types of remedial measures will require the engagement of the services of a limited number of especially qualified consulting sanitary engineers versed in the latest developments in the art of sewage purification. The minimum sum that should be provided to carry out such an investigation effectively is $250,000. If the funds remaining available for the public works program are sufficient to warrant an allotment in this amount to this Department for the investigation, I recommend it to your consideration.

Senator Lonergan has been misinformed on the effect of sewage in obstructing navigation. While in a very few and exceptional cases the pollution of navigable waters by sewage is so great as to make dredging operations quite disagreeable to those engaged on the work, yet in no case known to the Department does the actual deposit of sewage sludge increase, in any measurable or discernible degree, the cost of maintaining channels of the depths provided in the several projects for improvement. This Department is not remiss in the administration of the laws for the protection of the navigable waters of the United States, but except in a few minor cases, which have been suitably dealt with under the law, no situation has arisen in which there has been even a presumption, let alone proof, that the shoaling of navigable channels could be traced to deposits of solids from sewage. The remedy for the pollution of our streams does not lie in an attempt to misapply the laws enacted for other purposes, but in direct and well considered measures framed to meet this need.

Respectfully yours,

GEO. H. DERN

[13:OF 114—A:TS]

[1]See *ante,* 197.

216 ROOSEVELT TO SENATOR HENRIK SHIPSTEAD OF MINNESOTA

[WASHINGTON] *January 22, 1934*

MY DEAR SENATOR SHIPSTEAD: My acknowledgment of your letter dated January 9th in regard to the proposed study of the Upper Mississippi Valley has been delayed.[1] Prior to its receipt I had a further conference with Secretary Ickes as to the most expeditious way of handling a reconnaissance such as you have in mind, in which factors of flood control and prevention, soil erosion, navigation, power, etc., will be co-ordinated. We reached the conclusion that the most immediate and effective result can be obtained through permitting the Mississippi Valley Committee under Mr. Cooke's chairmanship, to conduct these studies with such carefully chosen assistants as may be required.

I am informed that the Mississippi Valley Committee has already initiated special studies for both the Upper Mississippi and Missouri River valleys, on which they are pressing to secure fairly early returns.

Mr. Cooke advises me that he had one conference with you since your letter was written, and hopes to keep you advised as to the progress on this work in which you are so vitally interested.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 466—D:CT]

[1]Shipstead thought that Roosevelt's proposed appointment of a subcommittee to study the problems of the Upper Mississippi Valley was a good idea provided it was done under the direction of "some Chairman who has the social point of view" (OF 466—D). He suggested that the survey include erosion, reforestation, water conservation, flood control and power development.

[2]Drafted by Morris L. Cooke, chairman of the Mississippi Valley Committee. Cooke had served under Roosevelt before as a member of the New York State Power Commission.

217 ROOSEVELT TO ARTHUR O. WEIDELICH, Sylva, North Carolina

[WASHINGTON] *January 23, 1934*

MY DEAR MR. WEIDELICH: I thank you and Doctor Dannecker for your interesting letter and the copy of *The Forest Manager.*[1]

It is quite true that our past management, or mismanagement, of our forest resource has brought us to a situation where we are now faced with a tremendous job of forest rehabilitation.

We are attacking this problem along two broad lines: Our National Forest system, long established in the West over lands set aside for the purpose from the public domain, is now being rapidly expanded through land purchases to cover a reasonable share of the forested areas of the East and South. Secondly, a definite and far-reaching program of co-operation with private timberland owners is being carried forward in practically all our forested States under the Clarke-McNary Act and in other extension activities of our Department of Agriculture.

Quite recently we have launched a new attack on one phase of the problem. We propose to establish a number of subsistence farm communities in connection with National Forests upon which members of the community may find part time employment. Such a plan, we believe, has great possibilities from the standpoints both of forest development and social

welfare.

Your interest is greatly appreciated. I suggest that when next you are in Asheville, you would find it worth while to call upon the Forest Supervisor of Pisgah National Forest. He will be glad to discuss with you our forestry activities and particularly those which bear directly upon the betterment of forest conditions in North Carolina.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 149:CT]

[1]Weidelich had written Jan. 6, 1934 (OF 149), on the efforts of the Log Cabin Association, Inc., of which he was superintendent, "to make the folks in Western North Carolina forest conscious and practice forest management." Dr. K. Dannecker, author of *Der Waltwirt,* was at this time chief forester of Württemberg. An English translation, by Weidelich, was published by the American Forestry Association in 1939.

[2]Drafted by the Agriculture Department.

218 ROOSEVELT TO ROBERT FECHNER, DIRECTOR, EMERGENCY CONSERVATION WORK

[WASHINGTON] *January 25, 1934*

MY DEAR MR. DIRECTOR: It is my desire that the Administration of Emergency Conservation Work should continue the Civilian Conservation Corps camps until April 1, 1935, and for this purpose I am requesting the Congress to authorize an appropriation of $275,000,000 for the use of the Administration during the first nine months of the fiscal year 1935, it appearing that its current expenses to June 30, 1934, have already been provided for.

You are accordingly authorized to proceed with the necessary arrangements and plans for continuing the camps until April 1, 1935, subject, of course, to Congress authorizing the appropriation of the additional funds which I am requesting.

Very truly yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] L.W.D.[1]

[13:OF 268:CT]

[1]Budget Director Lewis W. Douglas, in whose agency this letter was drafted.

219 ROOSEVELT TO OWEN WINSTON, New York City

[WASHINGTON] *January 25, 1934*

DEAR OWEN: I am delighted to see the letter from Mr. Evison.[1]

I am asking for full continuation of the C. C. C. for another year and I hope that it will become a permanent institution though perhaps on a somewhat smaller basis.

I do hope we shall see you and Peg soon.

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 316:CT]

[1]Herbert Evison, a Civilian Conservation Corps official, to State Forester C. P. Wilber of New Jersey, Dec. 28, 1933, congratulating him on the way the state park CCC camps in New Jersey were managed (PPF 316). Evison's letter was enclosed with Winston's letter to Roosevelt of Jan. 19, 1934. Winston, at this time a member of the New Jersey State Board of Conservation, said that he hoped the CCC idea would become permanent, "both for the good of our natural resources and the youth of our country."

220 SENATOR FREDERIC C. WALCOTT, CHAIRMAN, SENATE SPECIAL COMMITTEE ON THE CONSERVATION OF WILD LIFE RESOURCES, AND THOMAS H. BECK, CHAIRMAN, PRESIDENT'S COMMITTEE ON WILD LIFE RESTORATION, TO ROOSEVELT

WASHINGTON, D. C., *January 25, 1934*

MY DEAR MR. PRESIDENT: We have the honor to present to you the unanimous vote of a large group of representative conservationists who met today at the Senate Office Building at the request of the Special Committee of the Senate on the Conservation of Wild Life Resources to consider certain legislative phases of a program presented by this committee and certain administrative and executive phases of a plan proposed by your committee of three, known as the President's Committee for Wild Life Restoration.

It would be difficult, if not impossible, to express to you the enthusiastic appreciation and the hearty cooperation pledged by the sportsmen of the country, the nature lovers, the farmers' organizations, the conservation commissioners, the representatives of the National Association of Audubon Societies and the sportsmen's magazines for a comprehensive plan with the possibility of a large fund in support of this plan for the restoration of our migratory waterfowl, upland game birds and insectivorous birds, and the purchase, for these purposes, of large areas of submarginal lands.

The conference unanimously approved the following:

(1) The Duck Stamp Bill prepared by the Special Senate Committee on the Conservation of Wild-Life Resources, Senate Bill 1658 and House Bill 5632.[1]

(2) Senator Joseph T. Robinson's Wild Life Refuge Bill No. 2277: A bill to establish fish and game sanctuaries in the national forests and on other public lands, approved by the Senate Committee and now on the Senate Calendar.[2]

(3) The Coordination Bill, introduced by the Senate Committee, to coordinate Conservation activities of the several Federal departments, which passed the Senate and was approved by the House Committee in the last session.[3]

(4) Your stimulating order setting aside the sum of $25,000,000 for the withdrawal of submarginal lands from commercial agriculture at once suggests the use of certain portions of these lands for migratory waterfowl and upland game.

(5) That appropriations should be made as authorized under the Norbeck-Andresen bill and the policy established therein for a period of ten years (five years have already gone) should be renewed.[4]

(6) The treaty with Canada established our duty to conserve migratory birds along their annual flight lanes within our country. When these birds reach the Mexican Border, or the Gulf of Mexico, many of them cross into the domain of our sister republics to the South, particularly Mexico. We recommend that negotiations be entered into to bring about a treaty with Mexico similar in character to that with Canada.

Proposals for a plan to be submitted to the President by the Presidential Committee for the Restoration of Wild Life:

(1) Restoration of migratory waterfowl nesting areas by purchase (one year lease with option to buy, to hasten possession and guard against error) of a large number of such areas in the States where these birds naturally multiply if given proper environment and food.

(2) A Nation-wide upland game restoration program, with specific projects.

(3) A Nation-wide plan for action involving the acquisition and restoration of areas suitable for facilitating a prolific nature in increasing the population of all wild life, especially those species which are, or are becoming, rare.

(4) A proposal for a much-needed coordinated and businesslike administration set-up to carry the plan into successful execution if or when the report is approved by the President.

For the first time in the history of organized conservation, there was a unanimity of action in a broad program which, in our belief, will redound to the great benefit of future generations.[5]

Respectfully submitted,

[Notation: A: LEHAND] Sec. Ag for your info—

F. C. WALCOTT
THOMAS H. BECK

[13:OF 378:TS:PHOTOSTAT]

[1]The Duck Stamp Bill (Migratory Bird Hunting Stamp Bill) was approved March 16, 1934 (48 *Stat.* 451). It levied a one-dollar tax on hunters of wildfowl, the proceeds to be used for the protection of birds and the purchase of breeding and resting grounds.

[2]The Wildlife Refuge Bill was approved March 10, 1934 (48 *Stat.* 400).

[3]The Wildlife Coordination Bill (S. 2529) was approved March 10, 1934 (48 *Stat.* 401). It gave the Bureau of Fisheries and the Bureau of Biological Survey certain authority over the use of waters impounded by the Bureau of Reclamation or other agency, and required that the Bureau of Fisheries be consulted before dams were authorized for construction.

[4]This was the Norbeck-Andresen Migratory Bird Conservation Act of Feb. 18, 1929 (45 *Stat.* 1222), intended to supplement the Migratory Bird Treaty of 1918 by providing funds for the purchase of bird refuges. Conservationists expected much of the act but appropriations made under it were disappointingly small.

[5]The document here printed is referred to as a "treaty" in the *Report of the President's Committee on Wild-Life Restoration* (Washington, 1934), pp. vii—viii, Striking evidence of unanimous and unified support for immediate

action on the proposals we are making is had in the 'treaty' drawn and signed by the Chairman of the Senate Committee on Conservation of Wild Life Resources, the chairman of this Committee, and the representatives of 47 interested organizations, including the National Grange and the American Farm Bureau Federation, at the Senate committee hearing held January 25, 1934, and presented to the President by a select committee on January 26, 1934." (The *Report* is described *post,* 225.) The statement, with signatures of the representatives of the forty-seven organizations mentioned, is printed in the *Report,* pp. 17-20. See below.

221 THOMAS H. BECK, CHAIRMAN, PRESIDENT'S COMMITTEE ON WILD LIFE RESTORATION, TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *January 31, 1934*

DEAR MR. SECRETARY: We are intensely annoyed and greatly embarrassed by the fact that former Senator Harry B. Hawes and Carl Shoemaker, secretary to the Senate Committee on Conservation of Wild Life Resources, circulated through your Department, and, no doubt, elsewhere a printed folder entitled, "A Plan for National Conservation submitted to the President," which many officials assumed was this Committee's expected report to the President on wild life restoration.[1]

The wording on the title page of this folder is grossly misleading and false, in that it states it was a plan submitted to the President.

Fortunately, the undersigned was able to attend the hearing held on this alleged "plan" and, in consequence, succeeded in having it killed, except for the recommendations concerning the Duck Stamp Bill, the Senator Robinson Wild Life Refuge Bill, the Coordination Bill and a proposed bird treaty with Mexico.[2]

Is there not some way in which important persons in your Department can be informed of this matter, so that they will be under no further misapprehension?

With assurances of my esteem, please believe me

Sincerely yours,

[THOMAS H. BECK]

[Notation: A] For President's Info

[13:OF 378:CT]

[1]*A Plan for National Conservation Submitted to the President for His Approval by a Conference Called by the U. S. Senate Committee on Conservation of Wild Life Resources* (Washington, Jan. 25, 1934). (This is an eight-page pamphlet; a copy is with the letter here printed.) This was published by the Senate committee immediately following the hearing held by it on Jan. 25, 1934, referred to by Beck and Walcott in their joint letter of that date to Roosevelt (above). Beck's indignation at what he regarded as an attempt of the Senate committee to appropriate to itself credit for the accomplishments of his group was further expressed in a letter to McIntyre of Jan. 31, 1934 (OF 378), in which he asked that the President be informed of what was going on.

[2]Concerning these bills, see above. The proposed treaty with Mexico would have extended the protection to migratory birds provided by the Migratory Bird Treaty with Canada. Provisions of the "plan" that the Beck committee opposed included appointment of an "Assistant Secretary of Agriculture in Charge of Conservation"; the changing of the name of the Bureau of Biological Survey to "Wildlife Service"; and authorization of the Migratory Bird Conservation Commission to recommend land purchases (for conservation purposes) under the submarginal land retirement program. The plan proposed by the Beck committee is described *post,* 225 n.

222 PRESS CONFERENCE, Executive Offices of the White House, January 31, 1934, 4:15 P. M.

[Excerpt] Q: Can you tell us about your flood control conference you had here?[1]

The President: It was preliminary; we are going to meet again. We talked about flood control from the point of view of national planning with the general thought that we would try to work out a national plan in the larger aspect that would list the various rivers and flood control projects in the order of their necessity; that is, on the order of damage done, human beings affected, property affected, et cetera. But that is as far as we got, discussing national planning for flood control and all the things that go with it, power, reclamation, submarginal lands and everything else.[2]

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Roosevelt had just concluded an hour-long conference with members of Congress interested in flood control and water resources development. Members of the delegation are not identified in the White House list of appointments for the day but presumably among them were the introducers of the resolutions mentioned below, Senator Norris (Nebr.) and Representative Wilson (La.).

[2]Following the White House conference, the Senate, on February 1, passed Senate Resolution 164, calling upon the President to send to the Senate a "comprehensive plan for the improvement and development of the rivers of the United States, with a view of giving to Congress information for its guidance in legislation which will provide for the maximum of flood control, navigation, irrigation, and development of hydroelectric power." The House companion resolution was approved the next day *(Cong. Rec.,* 73d Cong., 2d sess., 78:2, 1738, 1854-1855). Ickes, in his *Diary* (I, 145), says that Roosevelt, at the January 3 conference, suggested the introduction of the resolution as a means of getting a unified plan before the Congress. A recent study refers to the resolution as "the initial move by certain members of Congress to write the Rooseveltian water planning goals and purposes into legislation" (Marian E. Ridgeway, *The Missouri Basin's Pick-Sloan Plan,* Urbana: University of Illinois, 1955, p. 37).

To prepare the plan, the President appointed a Committee on Water Flow, composed of the Secretaries of Agriculture, Interior, Labor and War, and requested it to prepare a preliminary report.

223 ATTORNEY GENERAL HOMER S. CUMMINGS TO CORDELL HULL, SECRETARY OF STATE

WASHINGTON, D. C., *February 3, 1934*

SIR: Pursuant to Executive Order No. 6247 of August 10, 1933,[1] there is transmitted herewith redraft of a proposed Executive Order submitted by the Director of the Budget under date of January 29, 1934, entitled "Public Grazing Withdrawal No. 4, Utah."

The proposed order withdraws "from settlement, location, sale, or entry," and reserves 1,200,000 acres of public lands in the State of Utah "for classification, in aid of legislation, for conservation and development of natural resources and for use as grazing land." In addition to the recital therein as to the necessity for the proposed order, the Secretary of the Interior, in his letter of January 25, 1934,[2] requesting the President to issue the proposed order, states: "The order is submitted in response to a petition filed by users of the range land for the purpose of obtaining conservation of natural resources of the public domain and as an aid in the industrial recovery of the local range users."

The first question to be considered is whether the President is authorized to withdraw the land in question for the purposes stated in the proposed order. The latter recites, in effect, that

it is issued under inherent power vested in the President as such, and express authority vested in him by the act of June 25, 1910 (ch. 421, 36 *Stat.* 847), as amended by the act of August 24, 1912 (ch. 369,37 *Stat.* 497). This act authorizes the President to withdraw public lands for certain designated and "other public purposes." Obviously the President is authorized to determine the necessity for the withdrawal and whether it is for a public purpose. In my judgment, any one of the purposes recited in the proposed order is sufficient to authorize the withdrawal.

Aside from this statutory authority, the Supreme Court has recognized inherent power in the President to withdraw public lands for public purposes, and that the act of June 25, 1910, as amended by the act of August 24, 1912, *supra*, merely recognizes and does not circumscribe that power *(United States* v. *Midwest Oil Co.,* 236 U. S. 459; *Mason* v. *United States,* 260 U.S. 545.)

For the reasons stated, it is my opinion that the President is authorized to withdraw the lands in question.

In his letter of January 29, 1934,[3] the Director of the Budget suggests that in a recent opinion concerning a proposed Executive Order withdrawing certain lands of the Ute Indians in the State of Colorado, I inferentially doubted the power of the President to withdraw public lands for conservation purposes. That opinion and the views expressed therein related solely to Indian lands and no consideration was given to the right of the President to withdraw public lands for conservation purposes.

The proposed order provides for the use of the land for grazing purposes "in accordance with such rules and regulations as may be prescribed by the Secretary of the Interior." This provision raises the question as to the authority of the Secretary of the Interior to prescribe rules and regulations governing grazing on the land withdrawn. There is no express statutory authority vested in the President or the Secretary of the Interior to prescribe such rules and regulations. It is my opinion, however, that since the grant of a power includes all things necessary to effectuate the purpose of the grant, the President has implied authority to issue such regulations.

Since the land is to be under the jurisdiction of the Secretary of the Interior and the Secretary acts as the *alter ego* of the President in matters committed to the President by the Constitution and statutes of the United States, it is my further opinion that the President is empowered to authorize the Secretary of the Interior to prescribe the regulations in question. Such regulations must be limited in scope, of course, to the accomplishment of the purposes of the withdrawal and be consistent with the temporary character of the power vested in the President by the act of June 25, 1910, as amended by the act of August 24, 1912, *supra.*

The changes made in the draft submitted by the Director do not alter the purpose of the proposed order, the revised draft of which has my approval as to form and legality.[4]

Respectfully,

HOMER CUMMINGS

[13:OF 6—B:TS]

[1]Prescribing the form of executive orders.

[2](OF 6—B). In a letter of the same date to the Budget Director, Attorney General and Secretary of State, asking early action on the order, Ickes said: "You will note that this land is proposed to be withdrawn at the instance of the

users of the land. The reason I am suggesting quick action is because of the favorable effect the withdrawal order will have in establishing the land policy of the President."

[3]Douglas' letter (OF 6—B) concludes: "There are now pending in Congress bills to establish a grazing administration of the public lands and even though you should determine that this may legally be done by Executive Order, I seriously question whether, as a matter of administrative policy, it would be advisable to establish a grazing administration of the public lands in advance, and independently, of action by Congress. For the reasons above stated I cannot give my approval to this proposed Executive Order."

[4]The order was issued Feb. 6, 1934, as Executive Order 6587. The right of the President to create grazing districts through the withdrawal power was also upheld in a 2000-word opinion of Interior Department Solicitor Margold in a letter to Ickes of Jan. 25, 1934. (A copy is filed with the letter here printed; it is printed in the *Congressional Record*, 73d Cong., 2d sess., 78:10, 11142-11143). The issuance of the executive order was immediately protested by Governor Miller of Wyoming. In a telegram to Roosevelt of Feb. 7, 1934 (OF 633), he said that he hoped it did not presage similar action in other states. He added that a large majority of the people of Wyoming were opposed to a Federal system of grazing leases; they believed that the entire public lands question should be left to Congress.

Replying to a similar protest from Senator Carey of Wyoming (Feb. 10, 1934, OF 633), Ickes wrote: "For some time the question of the authority of the President, without Congressional action, by Executive order to withdraw these lands for grazing and regulate their use for that purpose has been under consideration . . . Pending action on the Taylor bill, withdrawals of this character will be resorted to when found necessary, largely upon application of local users of the range."

Recent surveys of the western land-use problem include Marion Clawson, *Uncle Sam's Acres* (New York: Dodd, Mead, 1951); Bernard Frank and Anthony Netboy, *Water, Land and People* (New York: Knopf, 1950); E. Louise Peffer, *The Closing of the Public Domain* (Stanford: Stanford University, 1951); and Mont H. Saunder son, *Western Land and Water Use* (Norman: University of Oklahoma, 1950). See also *The Western Range* (74th Cong., 2d sess., S. Doc. 199, Washington, 1936), a compilation of monographs on the history of the range by Agriculture Department specialists.

224 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *February 3, 1934*

DEAR MR. PRESIDENT: I have your memorandum reading as follows: "Dry Farming Stations. 18 of them—can we keep them going in part?"

In reply, it seems necessary to review the whole procedure involving the Department of Agriculture budget. Mr. Douglas asked of us a cut of several million dollars, after we had made enormous reductions, and I felt that it was necessary to talk to you about the matter; at that time, you suggested that we find ways to cut $500,000 from our budget. We did this, and a little more. The budget we submitted to Mr. Douglas involved a reduction of $800,000. This reflected our best judgment of what it was necessary to maintain if we were to carry out the obligations imposed upon us by many specific laws. Mr. Douglas did not accept our recommendations but went ahead with his program, of heavy reduction, and proposed complete cessation of our work in dry farming, western irrigation, all of the research in the Bureau of Biological Survey, all of the work in the Bureau of Agricultural Economics on farm finance, and other reductions of like sort.

If restoration of any one of these items should involve cuts somewhere else in our Department budget, our last state would be no better than our present one. I feel sure that any other reduction that might be made will leave us in as badly crippled a situation as we are in with the reductions that have been made. This Department would welcome restoration of these activities, however, if that could be made as an addition to the total appropriation allowed for in the budget originally transmitted to Congress.

Dry land farming was cut for 1935 in round figures $208,000 and completely wiped out; western irrigation, a closely interrelated activity, was cut $90,000 and practically wiped out. Any restoration of dry farming should include western irrigation. The swarm of protests which have reached the Department have gone to both lines. To hold up dry farming alone in isolation from western irrigation would be altogether unsatisfactory. With a return of 50 per cent of the reductions on both activities, we could carry on in 1935 on the basis of three main dry land stations with a few subsidiaries, five western irrigation stations in lieu of the ten now slated to go. This would meet a fair share of the protests. There would be enough volume left in the work to accomplish useful results.

Sincerely yours,

[HENRY A. WALLACE]

[Notation:A:TULLY] LD[1] What do you think FDR (2-10-34)

[13:OF I:CT]

[1]Budget Director Lewis W. Douglas.

225 PAUL H. APPLEBY, ASSISTANT TO THE SECRETARY OF AGRICULTURE, TO STEPHEN T. EARLY, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *February 9, 1934*

DEAR MR. EARLY: The Secretary at Cabinet meeting this afternoon will deliver to the President a report of the Special Committee on Wild Life Restoration, appointed at the suggestion of the President. Since the report is being made to President Roosevelt, we, of course, do not feel at liberty to issue any announcement about it until we have your approval. I am attaching hereto a proposed Press release, and we shall appreciate it if you will let us know when it can be given out, and whether any changes are advisable.[1]

Sincerely yours,

[Notations: AS] 2/10/34 OK Release SE

PAUL H. APPLEBY

[13:OF 378:TS]

[1]This typed report, "A National Plan for Wild Life Restoration," was sent to Wallace by Beck on Feb. 8, 1934 (OF 378). The report was issued (in part) by the Department of Agriculture as *Report of the President's Committee on Wild-Life Restoration* (Washington, 1934). The draft press release mentioned was issued by the White House on Feb. 10, 1934, and was published (in part) in the New York *Times* of Feb. 11, 1934 (I, 37). The plan called for the immediate acquisition of five million acres of submarginal agricultural land and the gradual acquisition of eight to ten million acres more for wildlife production and related purposes. It proposed the coordination of Federal conservation agencies under a "Restoration Commissioner" who would be responsible to a committee composed of the Secretaries of Interior, Agriculture and Commerce. Following an initial allotment of $25,000,000, future maintenance of the tracts was to be derived from four sources: "Duck Stamp" revenue, Migratory Bird Conservation Act funds, a continuance of the tax on arms and ammunition, and appropriations of public funds. Subsistence farmers, under trained supervisors, would manage the areas.

Many conservationists criticized the plan because it failed to consider overshooting as a factor in the rapidly diminishing number of waterfowl. It was pointed out that from 75 to 85% of all North American waterfowl bred north of the United States and the need was to return sufficient breeding stock to the Canadian nesting grounds.

The Beck report avoided mention of this factor. See "President's Committee on Wild Life Restoration," *Nature Magazine*, 23 (April, 1934), 157.

226 PRESS CONFERENCE, Executive Offices of the White House, February 14, 1934, 10:40 A. M.

[Excerpt] Q: Mr. President, are you planning on a Cabinet Commission to handle inland waterway problems or inland waterway commissions?

The President: Both Houses passed resolutions about two weeks ago asking for some kind of a comprehensive plan. It originated from the fact that we, frankly, had no real plan that would take care of rivers and harbors and reclamation and forestry and so forth. There is a Cabinet committee at work on that at the present time. They probably won't get a report out for another three weeks because it is so big.

Q. Who heads that up?

The President: Let me see, there is Agriculture, Interior, Commerce, War—I don't know whether Labor is on it or not but I think so.[1]

Q. Would this have anything to do with the St. Lawrence Waterway Development, for example?

The President: No, merely as one of the watersheds. The general idea is this: That we have been going ahead year after year—you can use this as background—going ahead with rivers and harbors bills and various other pieces of legislation which were more or less dependent, as we all know, on who could talk the loudest. There has never been any definite planning and the general thought is that we will try, out of this report, to get a permanent planning commission.

This commission will be non-political, non-partisan and this commission will study the whole area of the United States, and the easiest way to do that is by watersheds.

For example, they will study the needs of all of the territory affected by the water that flows into the Atlantic Ocean and then they will list the projects within that watershed in the order of their importance from two points of view: First, the point of view of danger and damage to life and property which includes soil erosion and things like that. Secondly, from the point of view of economics as to whether a new canal is needed or something of similar character. Then there is a third point of view which might be called the social point of view as to whether a territory should have land eliminated from cultivation or whether it could support a greater population.

Then, another survey would cover the watersheds of the rivers that flow into the Gulf, directly into the Gulf, excluding the waters from the Mississippi River which really form a problem all themselves. Then there would be a further study of the waters flowing into the Pacific Ocean.

On each of these watersheds, the idea is that this commission, which probably eventually will become permanent, will list the projects in the order of their importance and, having so listed them, recommendations would be made to the Congress with, of course, full authority in the Congress to change the recommendations. They could change them any way they wanted because that is, essentially, a legislative prerogative.

This permanent long-range planning commission could plan ahead for twenty-five or fifty

years, subject of course to changing conditions as time went on. Then, every year—and this carries out what I was talking about a couple of weeks ago—the National Government would plan to spend some more or less regular sum which, in a sense, would take the place of the public works money and would be used primarily to relieve unemployment which we will always have with us in one form or another.

This plan would put the physical development of the country on a planned basis for the first time. Of course it would include a great many factors. It would include flood-control, soil erosion, the question of submarginal land, reforestation, agriculture and the use of the crops, decentralization of industry and, finally, transportation.

Q: And water power?

The President: And water power.

Q: This can be called your land plan?

The President: Yes. Land and water. Of course it is based, in a sense, on water—on watersheds—because this whole thing ties around the problem of the watersheds rather than other types of geographical lines.

Q: Do you still have an idea of taxing the use of the water highways?

The President: That is being studied at the same time. In other words, so far as possible, with all these developments, they ought to be put on a self-sustaining basis, if it is a possible thing to do it. The Government spends at the present time on mere maintenance of existing rivers and harbors and channels, etc., somewhere between 60 and 70 million dollars a year which is an out-of-pocket expense for which the Government is practically not compensated at all. We are studying the possibility of getting back at least the cost of upkeep.

Q: Is there any reason why the St. Lawrence Waterways action should be withheld pending the development of this general plan?

The President: No.

Q: Will you go further on the decentralization of industry, what is meant by that?

The President: Well, the general thought is that there are large areas of the country where farming, by itself, will only provide perhaps a bare subsistence so far as food goes. In other words, the farmer won't bring in a cash crop, and people have to have a certain amount of cash to live on.

Therefore, the idea is to try experiments on the decentralization of industry so that the people living in those parts of the country where they cannot make a profit on farming will be able to do some farming and get a cash crop in the way of wages for part-time work during the year. One thing they are studying, which is not quite parallel, is in connection with the forestry organization. In some of our forest areas which are primarily used for timber, I think we can well adopt what they have done in certain places in Europe where the population of that area lives on small farms, getting their food off the farms. However, it is such mountainous country that they cannot make a profit, they cannot get cash in addition to food, and therefore, during the wintertime, that population as, for instance, in the Harz Mountains and Black Forest has an average of one person out of each family working in the forests during the winter for cash wages. In that case your forestation or timber cutting is an industry.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]The Secretary of Labor was a member; Commerce was not. See *post,* 237.

227 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *February 21, 1934*

MY DEAR MR. SECRETARY: I have discussed with you and the Secretary of Agriculture Congressman Taylor's bill, H. R. 6462, to give the Secretary of the Interior the power to regulate grazing on the public domain. I favor the principle of this bill, and you and the Secretary of Agriculture are authorized to say so to the House Committee on Public Lands.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 633:CT]

[1]The original of this letter was signed (and possibly drafted) at a meeting of Ickes and Wallace with Roosevelt at the White House on February 21. They had previously discussed the Taylor bill at a White House luncheon conference on January 25; at that time the President was told that because of western opposition the bill could not pass unless he gave it his support. This he promised to do *(Ickes' Diary,* I, 143, 148). At his January 26 press conference, Roosevelt was asked if he had decided to send a special message to Congress on grazing control legislation. He replied that both Ickes and Wallace agreed that the pending bill was "a pretty good bill," and that he had asked them to give him a letter on the subject (President's Press Conferences).

The bill had been originally introduced in the 72d Congress by Rep. Don B. Colton (Utah) but had failed to pass. It was again introduced March 10, 1933, as H. R. 2835 by Rep. Taylor (Colo.) but was not reported from committee. As then drawn it contained a provision to which Ickes strongly objected: that the proposed grazing control regulations would be inoperative in a state without the approval of the state, and that state and Federal lands could be merged in a joint administration for grazing control purposes. His views on what constituted adequate grazing regulation received wide circulation in an interview with the writer Marquis James, published under the title, "The National Domain and the New Deal," in *The Saturday Evening Post* of Dec. 23, 1933. When Taylor reintroduced his bill (as H. R. 6462) on Jan. 5, 1934, he announced that the section to which Ickes had objected had been removed, and had the James article reprinted in the *Congressional Record* (73d Cong., 1st sess., 77:1, 172; 2d sess., 78:1, 161-151;163, 167-151;168).

Hearings were held and an extended debate ensued (House of Representatives, Committee on Public Lands, *To Provide for the Orderly Use, Improvement, and Development of the Public Range,* Hearings, 73d Cong., 1st sess., on H. R. 2835, and 73d Cong., 2d sess., on H. R. 6462, June 7, 1933—March 3, 1934, Washington, 1934; Senate, Committee on Public Lands and Surveys, *To Provide for the Orderly Use, Improvement, and Development of the Public Range,* Hearings, 73d Cong., 2d sess., on H. R. 6462, April 20—May 2, 1934, Washington, 1934). The debate was too involved for brief summary; see *Congressional Record,* 78: 12, index, and Peffer, *The Closing of the Public Domain,* pp. 214-224.

228 STATEMENT ON INDUSTRIAL FOREST CONSERVATION BY THE NATIONAL LUMBER MANUFACTURERS ASSOCIATION

WASHINGTON, *February 23, 1934*

Memorandum Relating to the President's Conference With Lumbermen and Foresters on February 23

President's Co-operation Sought in Promoting Success of Program of Forest Industries in

Regard to Industrial Reforestation

The purpose of the conference (which was proposed by the President) was understood to be that of personally acquainting the President with the progress of the lumber industry toward reforestation and its plans to that end. At sessions of the Forestry Conference, held under the conservation article of the Lumber Code in October and January,[1] representatives of the public and of the forest industries agreed upon what industry and the public authorities should do to bring about sustained production, or, forest conservation.

The forest industries pledged themselves to the following and have amended the Lumber Code to that end, subject to President Roosevelt's approval:

1. Scrupulous measures by individual operators for protection against forest fires during and immediately following logging.

2. Systematic cooperation of forest owning groups and public authorities in extending systematic protection against fire and other destructive agencies to all forest lands.

3. Preservation of immature trees and young growth during logging operations.

4. *Provision for restocking the land after cutting.*[2] And to take action to apply promptly wherever practicable:

5. Partial cutting or selective logging.

6. Development of individual management plans.

7. Sustained yield forest management.

Beginning of Commercial Reforestation

This program is to be inaugurated on June 1st. That will be a Red Letter day in American industrial history because it will mark the beginning of sustained yield treatment of 400 million acres of land.

The Public's Part

The Forestry Conference adopted recommendations regarding public cooperation in the realization of reforestation, covering a comprehensive program to be called to the attention of President Roosevelt and other national and state public authorities for approval and adoption. In this large program five outstanding features are stressed. These five points are:

1. Executive action to bring under the forestry provisions of the Lumber Code all privately owned timber lands not under other codes.

2. A nation-wide forest fire protection structure.

3. Equitable taxation systems adapted to the nature of a crop which may be harvested only once in a generation.

4. A forest credit system which will help to finance taxation and other carrying charges over the long periods of realization under a sustained yield program of forest development.

5. Greatly enlarged public acquisitions of timber lands, including the early purchase of 150 billion feet of standing timber and of cut-over land as advocated in the Copeland report of

the Forest Service, and the inclusion of all forested public domain in the National Forests.

The group which conferred with the President included:

Public Representatives

The Secretary of Agriculture; U. S. Forester, F. A. Silcox; Earle H. Clapp, Assistant U. S. Forester; B. P. Kirkland, Assistant U. S. Forester; Ovid M. Butler, Secretary, American Forestry Association; Geo. H. Collingwood, Forester, American Forestry Association; Franklin Reed, Secretary, Society of American Foresters; Ward Shepard, Indian Forest Service, Dept. of the Interior; W. DuB. Brookings, Chamber of Commerce of the United States; Chester Gray, Washington representative, American Farm Bureau Federation; W. G. Howard, Forester of the N. Y. State Conservation Commission.

Industry Representatives

John D. Tennant, Long-Bell Lumber Co., Longview, Washington, Chairman Lumber Code Authority; B. W. Lakin, McCloud River Lumber Co., McCloud, California; C. R. Johnson, Union Lumber Co., San Francisco, Calif.; G. F. Jewett, Potlatch Forests, Inc., Coeur d'Alene, Idaho; P. V. Eames, Shevlin-Carpenter-Clark Co., Minneapolis; A. Trieschmann, Crossett-Watzek-Gates Co., Chicago; W. M. Ritter, W. M. Ritter Lumber Co., Columbus, Ohio, Hardwood Manufacturers Institute; E. R. Plunkett, President, Northeastern Lumbermen's Ass'n, N. Y. City; Wilson Compton[2] General Manager, National Lumber Manufacturers Ass'n; C. S. Chapman, Weyerhaeuser Timber Co., Tacoma, Washington; Carl Bahr, Asst. Executive Officer, Lumber Code Authority; W. L. Hall, Secretary, Forestry Conference, Hot Springs, Ark.; H. W. Cole, Little River Lumber Co., California.[3]

[13:OF 149:M]

[1]Oct. 24-26, 1933 (see *ante,* 186 n.), and Jan. 22-24, 1934. Reports on the January conference are found in H. H. Chapman, "Second Conference on the Lumber Code," and in "Conference of Lumber and Timber Products Industries with Public Agencies on Forest Conservation," in *Journal of Forestry,* XXXII (March, 1934), 272-274, 275-307. See also Franklin Reed, "Further Progress and Accomplishments under the Lumber Code," *ibid.* (April, May, 1934), 400-404, 524-528.

[2]This sentence was underscored in pencil, apparently by Roosevelt.

[3]This was issued as a news release of the National Lumber Manufacturers Association, Washington, D. C.

229 PRESS CONFERENCE, Executive Offices of the White House, February 23, 1934, 4:15 P. M.

[Excerpt] Q: Do you care to discuss the visit you had from the Reforestation people today?

The President: Who?

Q: The lumber people.

The President: Yes. They came in to give me a preliminary report on what amounts, really, to an extension of the lumber code that was signed last fall, developing it into what might be called a conservation code.

There was a clause in the original lumber code that provided a meeting, of which today's meeting is a result, between the private owners of forests and the state and Federal

forestation services, with the idea that we would cooperate, the Government and the state-owned forests and forest systems, with private ownership, which amounts to four-fifths of the total, in a general plan which would cover reforestation. It is a thing that has been worked out, that form of cooperation, in almost every European country with very great satisfaction and very great success, and there is no reason why we should not work it out over here. It depends for its success, of course, on enforcement. It means that either a large company or a small private owner who does not live up not only to the provision for hours of work and pay per hour, but also to provisions for cleaning up after he has lumbered off his property by reseeding or planting, whether a big company or a small company, if they do not live up to it, it means the whole thing falls down. Therefore, it becomes largely a matter of private practice and it must be almost 100% perfect in carrying out the agreement. Like so many other things, about 5% of the operators, if they chisel, the whole thing falls down. But the lumber companies who are represented—I should say the industry itself—feel that proper enforcement can be obtained not only through their own efforts, but also through the assistance of the state and Federal forestry services. It looks as if they are really getting somewhere.

I am particularly interested because away back in 1911 I got through the Legislature the first definite effort to bring the private companies into a spirit of conservation. We passed what was called the "top lopping" bill up in the Adirondack section. Up to that time, when they would cut down a spruce or a pine, they would work out the lower part, the stick, and leave the upper part of the tree sticking up in the air. If you had a fire where that had been done the whole section would burn out over night. The top lopping *[bill]* provided that all branches should be laid back and that *[they]* would all work into the ground in the course of a couple of years and would present no longer the fire hazard which the former method of working it did.[1]

Q: Does the code provide that they must reseed after they cut off the timber? Is that in the code?

The President: Of course that depends entirely on the kind of land. For instance, you take down in the yellow pine belt. Nobody plants yellow pine. If, after you have lumbered a yellow pine area, you clean the ground, you will get a reseeding from the trees that are left—so many trees to the acre left for reseeding purposes—you will get a natural reseeding in two or three years. On the other hand, in certain parts in the North, if you cut clean or even if you leave only a small number of seed trees, according to the character of the land, you do not have to replant. Taking it by and large, in lumbering operations, the percentage of land that has to be replanted is almost infinitesimal. It is one of two per cent because, in almost all forest land, if you leave seed trees, two or three seed trees to the acre, you get an annual reseeding without any cost if you prepare the ground for it by cleaning up.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1](The bracketed words have been supplied.) Roosevelt's memory failed him here. The "top-lopping law" was originally enacted in 1909 and as re-enacted in the 1912 Roosevelt-Jones bill was actually diminished in scope. See statement on the bill, *ante*, 11 n.

230 REXFORD G. TUGWELL, ACTING SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON, *March 2, 1934]*

DEAR MR. PRESIDENT: There is enclosed a proposed amendment to the Act of May 12,

1933, of which the Agricultural Adjustment Act forms a part. This additional legislation, which is in the form of a new title numbered IV to the Act of May 12, 1933, relates to a long time land policy, including broad studies of land utilization and withdrawal of submarginal land from production. In this way it would be possible gradually to center agriculture on the best lands, while making the necessary reductions in output by taking the poorer areas out of commercial production. This land policy is consistent with the policy already approved by you with respect to the withdrawal of submarginal lands by the Surplus Relief Corporation, and the policy for joint development of land and population relocation policies, as announced by Mr. Hopkins.

Titles to many tracts of land are now held by state and county governments and other local governmental units, as a result of tax delinquencies, and by Federal land banks as a result of foreclosure. Under the proposed new title, the President, under suitable regulations, could acquire these lands where they would fit into a land utilization project and exchange Government bonds therefor. These bonds would carry only a very low rate of interest and would not be eligible for resale, so that they would place no present strain on the credit of the Government. Even when the full extent of the bonds provided for, $500,000,000, had been issued, that would involve an interest charge of only 7-1/2 million dollars a year, which is negligible compared to the benefit to agriculture which would result from a removal of these lands from production, and also from the reduced expenditures for the control of agricultural production. The bond issue as proposed authorizes a long step toward the carrying through of a real national land policy with practically no burden upon the present Federal financing.

The Secretary of the Interior has been consulted concerning this proposed legislation and is favorable to its passage.

Sincerely,

[REXFORD G. TUGWELL][2]

[Notation: A] 3-2-34

[13:OF 1017:CT:PHOTOSTAT]

[1]The draft amendment is present. It is adequately described *post,* 236.

[2]An attached memorandum of the Office of the Secretary of Agriculture reads in part: "This letter was signed by Dr. Tugwell and evidently carried in person to the White House prior to his departure for Puerto Rico (March 3)." The signed letter is not present.

231 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *March 13, 1934*

DEAR MR. PRESIDENT: I have Mr. McIntyre's letter of the 9th instant[1] transmitting H. R. 5632 entitled:

An Act to supplement and support the Migratory Bird Conservation Act by providing funds for the acquisition of areas for use as migratory-bird sanctuaries, refuges, and breeding grounds, for developing and administering such areas, for the protection of certain migratory birds, for the enforcement of the Migratory Bird Treaty Act and regulations thereunder, and for other purposes.

and requesting that I advise you whether there is any objection to the approval of the bill.

The Act imposes upon each person over sixteen years of age, with certain exceptions in favor of Federal and State institutions and agencies, and persons taking waterfowl for propagation or for the protection of crops and other property from their depredations, a license fee of $1.00 to hunt migratory waterfowl within the protection of the treaty of 1916 between the United States and Great Britain and devotes not less than 90 per centum of the revenue from this source to the location, ascertainment, acquisition, administration, maintenance, and development of suitable areas for inviolate migratory-bird sanctuaries, under the provisions of the Migratory Bird Conservation Act of 1929. Incidentally this 90 per centum is also available for the administration, maintenance, and development of other refuges now under the administration of this Department. The remainder of this revenue is to be available for administrative expenses under the Act, the Migratory Bird Conservation Act, the Migratory Bird Treaty Act and any other Act that may hereafter be passed to carry out any treaty that may be entered into with any other country for the protection of migratory birds, and for reimbursement of the Post Office Department for funds expended by it in printing, engraving and issuing the stamps that are to evidence the payment of the $1.00 license fee imposed.

The Special Committee on the Conservation of Wild Life Resources to whom the bill was referred in the Senate transmitted it to this Department for a report. The Department commented upon certain features of the bill, suggesting amendment or elimination. These suggestions were adopted by the Senate Committee and effectuated. The bill was amended in a few particulars while it was on its passage through Congress, but is in all essential and substantial respects the bill upon which this Department favorably reported.

The measure is designed to aid in the acquisition of inviolate sanctuaries for migratory waterfowl, a means for their conservation which has long been regarded as one of the essentials. The Government is committed to a program of refuge acquisition by the Migratory Bird Conservation Act of February 18, 1929.

H. A. WALLACE

I am pleased to inform you that I know of no objection to approval of the bill.

Sincerely,

[Notation:A] Approved 3/16/34[2]

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]Budget Bureau Enrolled Bills.

[2]48 *Stat.* 451.

232 HUGH S. JOHNSON, ADMINISTRATOR, NATIONAL RECOVERY ADMINISTRATION, TO ROOSEVELT

WASHINGTON, D. C., *March 21, 1934*

SIR: Under the Code of Fair Competition for the Lumber and Timber Products Industries, as approved by you on August 19, 1933, the Lumber Code Authority has submitted Amendments Nos. 47 and 48 which are included and attached.

This is a report of the hearing on the foregoing Amendments conducted in Washington on February 26, 1934, in accordance with the provisions of the National Industrial Recovery Act.

These Amendments recognize the obligation undertaken by the applicant industries pursuant to Article X of the Code which reads as follows:

Article X. Conservation and Sustained Production of Forest Resources. The applicant industries undertake, in cooperation with public and other agencies, to carry out such practicable measures as may be necessary for the declared purposes of this Code in respect of conservation and sustained production of forest resources. The applicant industries shall forthwith request a conference with the Secretary of Agriculture and such State and other public and other agencies as he may designate. Said conference shall be requested to make to the Secretary of Agriculture recommendations of public measures with the request that he transmit them, with his recommendations, to the President; and to make recommendations for industrial action to the Authority, which shall promptly take such action, and shall submit to the President such supplements to this Code, as it determines to be necessary and feasible to give effect to said declared purposes. Such supplements shall provide for the initiation and administration of said measures necessary for the conservation and sustained production of forest resources, by the industries within each Division, in cooperation with the appropriate State and Federal authorities. To the extent that said conference may determine that said measures require the cooperation of federal, state, or other public agencies, said measures may to that extent be made contingent upon such cooperation of public agencies.

From the testimony taken at the hearing, it is apparent that these Amendments represent a tremendous step toward the establishment of effective mechanisms necessary to carrying out a successful program of conservation and sustained production in one of the Nation's most important natural resources. As you know so well, the means of embarking on such a program has long been sought in this Country, but the divergent interests involved, while seeking a common goal, defeated each other in its attainment by failing to reconcile their opinions in the matter of detail. In the light of this knowledge, the unanimity of opinion supporting these proposals revealed at the hearing can only be regarded as promising much in future achievement. That this reconciliation has been possible is undoubtedly due more to your interest and leadership than to any other force. . . .[1]

From evidence adduced during this hearing and from recommendations and reports of the various Advisory Boards, it is believed that these Amendments as now proposed and revised are satisfactory to this industry, labor, public and this Administration. It is recommended, therefore, that these Amendments, as herewith submitted, be approved.[2]

Respectfully,

HUGH S. JOHNSON

[13:OF 149:TS:PHOTOSTAT]

[1]Omitted is a formal statement on the legal purport and effect of the code as amended.

[2]Approved March 23, 1934, by Executive Order 6654.

233 ROOSEVELT TO SENATOR FREDERIC C. WALCOTT OF CONNECTICUT

[WASHINGTON] *March 26, 1934*

Private

DEAR FRED: Many thanks for that nice note of yours of March twenty-second. I am very happy in the thought that we are developing a permanent wild life conservation policy.

By the way, you old rascal, how do you square your conscience with voting against Herbert Hoover's St. Lawrence Treaty? The next time it comes up, I count on your support of it!

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 1386:CT]

[1]Expressing his appreciation of Roosevelt's support of the Migratory Bird Hunting Stamp Bill (PPF 1386).

234 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, D. C., *March 26, 1934*

DEAR MAC: The matter of the committee report made by Thomas H. Beck, Jay N. Darling and Aldo Leopold has become rather a serious embarrassment to me.[1] The report grew out of a recommendation first submitted to the President by Mr. Beck some months ago. Mr. Beck referred the suggestion to us, and by an interchange of comments, the President finally told me to go ahead and name this special committee which later turned in the report in question.

Unless the committee gets some direct word from the President, Mr. Beck, in particular, will feel rather seriously let down. Mr. Beck determines policies for the Collier's Publishing Company, and on that score I think his feeling in the matter would be well worth considering; in addition, he is highly public spirited in his service on this committee, and I think he has done something, in connection with Mr. Darling and Mr. Leopold, that the President would really be interested in if he could find time to go into it.

My own objection to the report, and I presume the President's objection to the report, would be that it is too ambitious to be feasible in the immediate future. I see no possible way of getting fifty to seventy-five million dollars for carrying out the plan. However, the general direction indicated by the plan can be followed to good advantage, and if the President could see Mr. Beck and Mr. Darling for a few minutes so as to say an appreciative word, it would be helpful. Further, if he could find a way to suggest a source for even five million dollars for carrying out the idea, there would be loud cheers.

One reason why I am interested in this is that it offers a means for arousing the interest of a very large element of the population for an all-around land project. I have been amazed to find how universal has been the praise of the report of this committee, representing unification in groups ranging from the rabid conservationists to the game slaughterers. These groups represent, or touch, some seven or ten million of the population, and I think it would be highly desirable to enlist their interest.[2]

Sincerely yours,

H. A. WALLACE

[13:OF 378:TS]

[1]*Report of the President's Committee on Wild-Life Restoration* (Washington, 1934).

[2]Wallace enclosed a memorandum outlining the history of the Beck committee plan. (This is unsigned and undated but was probably prepared by Beck.) Roosevelt mentioned the report in his press conference of April 27, 1934: "As far as the principle goes, of course it is a grand report. When you come down to the question of financing it, we have to do it only as fast as we can."

235 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *March 29, 1934*

MY DEAR MR. PRESIDENT: I understand that you have already expressed interest in the bill now pending before Congress for the creation of a national park in the Everglades of Florida. If you would be willing to make Speaker Rainey and other leaders in both the House of Representatives and the Senate aware of your interest, it would be very much appreciated by the advocates of this bill, which include this Department.[1]

Sincerely yours,

HAROLD L. ICKES

[13:OF 6—P:TS]

[1]H. R. 2837, introduced by J. Mark Wilcox of Florida. An attached memorandum, Roosevelt to McIntyre, undated, reads: "Mac: Let some of the people in the House know I am in favor of this bill, if they want to pass it without any particular trouble." An act authorizing the Secretary of the Interior to investigate the advisability of establishing a national park in the Everglades was approved March 1, 1929 (45 *Stat.* 1443), and a report was made: *Report to Congress as to the Desirability and Practicability of Establishing a National Park to be Known as the Tropic Everglades National Park,* 71st Cong., 3d sess., H. Doc. 654 (Washington, 1930). A bill introduced by Senator Fletcher (Fla.) to establish the park (S. 324) failed of enactment in the 71st and 72d Congresses but the Wilcox bill referred to above became law May 30, 1934 (48 *Stat.* 816). The park was established in 1947.

236 LEWIS W. DOUGLAS, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *April 3, 1934*

MEMORANDUM FOR THE PRESIDENT: I have the undated letter, received in this office March 5, 1934, which the Acting Secretary of Agriculture, Mr. Tugwell, addressed to you in explanation of legislation proposed by him relative to the establishment and execution of a long-time land policy, including broad studies of land utilization and withdrawal of submarginal land from production.[1]

This proposed new land policy would authorize the Secretary of Agriculture:

1. To develop plans for land utilization, including determination of the best uses of land and maybe studies of local government consolidations and reorganizations in cooperation with agencies of the Federal, State and local governments and private organizations.

2. To acquire lands by gift, purchase, exchange or lease using Federal appropriations where necessary.

3. To acquire tax-delinquent and other lands in possession of State and local governments or Federal, State or local government credit agencies.

4. To provide for the issuance of non-resaleable bonds to a maximum of $500,000,000 at 1-1/2 percentum per annum to mature in 40 years to be exchanged for the kind of lands mentioned in paragraph 3.

This bill would commit the Federal Government to a long-time land policy, the scope and annual cost of which is wholly indeterminate.

The Secretary of Agriculture has, however, indicated on various occasions that dependent upon a policy of economic isolation the nation would have to remove permanently from production 50,000,000 acres of good farm land or 100,000,000 acres of marginal and submarginal land, and that dependent upon a greatly liberalized international trade policy, withdrawals might be reduced to 25,000,000 acres of good farming land or 50,000,000 acres of marginal and submarginal land. Such acreage withdrawal plans, now visioned by sponsors as needing fairly prompt execution, will cost large sums of money.

Under the economic isolation policy, the reduction in good agricultural land, using a price unit as low as $75 per acre, would cost $3,750,000,000, while the reduction in marginal and submarginal land, using a price unit of $5 per acre, would cost $500,000,000. The unit cost of $75 per acre for good land by the time it was condemned and locally appraised would doubtless average $100 per acre and perhaps much higher than that, while the increases in the unit cost of marginal and submarginal lands are almost mercurial in their possibilities. Under the liberalized international trade policy, the cost of the procurement of land, good or marginal, would be reduced fifty per cent.

Incidentally, it might be asked on what basis does one consider two acres of marginal land to be the equivalent of one acre of good land in compassing the questions of land utilization and conservation? Again, if good land is to constitute much the larger withdrawals, what is to be done with the marginal and submarginal lands which will then be susceptible to uncontrolled tillage? And further, it might be asked whether the present withholding from production of 43,000,000 acres of farm land at a cost of $750,000,000 per annum, which is the Agricultural Adjustment program now, is to continue beyond 1935 and how far? Also what is to prevent the reopening of these proposed public lands to settlement again just as soon as economic conditions develop the necessary pressures?

Assuming that fifty to one hundred million acres were acquired by the Federal Government and added to the 425,985,920 acres of the present public domain, the Federal Government, instead of owning one-sixth of the country, as it does now, would find itself in possession of more than one-fifth of all the land in the United States and Alaska. The question as to what is to be done with the proposed additional land acquisitions appears to be most perplexing to the Department of Agriculture which is sponsoring this remedial legislation.

In commenting upon the retirement from production of wheat, cotton, tobacco, corn and rice acreage, the Agricultural Adjustment Administration in its recent annual report states that "the removal of forty-odd million acres of land from our total crop area raises puzzling questions as to regional and commodity competition, rotations, replacement crops, use of labor and the like . . . Readjustments occasioned by taking land out of production are complicated still further by the human phase of the problem . . . Provision must be made to see that the hired laborers and tenants do not bear the full brunt of the adjustment. The problem becomes even more difficult when considering the retirement of large acreages of submarginal land." A study of the literature and newspaper releases prepared by the Department of Agriculture in the last few months indicates clearly that any solution of the nation's land problem is extremely empirical. Until this great problem has received at least some degree of rationalization and until the important and costly experiments now under way by the Soil Erosion Service,[2] Subsistence Homestead Service and the Tennessee Valley

Authority begin to prove something, it would seem bad administration to resort further to the United States Treasury.

The proposed legislation provides for the development and effectuation of plans for land utilization—permanent agriculture, grazing, erosion-prevention, parks, forestry, wild life restoration or conservation and other uses. The Federal Government is spending for these general purposes $658,013,996 in 1934 and $370,019,363 in 1935, as per table below:

	1934	*1935*
Permanent agriculture	$47,198,543	$36,095,974
Erosion-prevention	3,410,343	9,008,068
(Flood control)	85,990,400	41,509,100
National parks	18,087,700	18,431,200
Forestry and public domain	47,126,914	33,360,858
(Civilian Conservation Camps)	341,705,600	65,190,000
Wild life restoration and conservation	2,307,250	882,450
Other Uses		
(Subsistence homesteads)	9,200,000	15,800,000
(Irrigation projects)	25,709,800	662,753,200
(Rural post roads)	51,000,000	11,000,000
(Tennessee Valley Authority)	26,277,446	73,988,513
Total	658,013,996	370,019,363

It is apparently intended that these expenditures, expanded as they are by emergency allotments during these two years, are to become permanent annual appropriations and be probably increased even above the present figures.

In proposing the issuance of $500,000,000 in bonds for the acquisition of tax-delinquent and foreclosed lands in the possession of Federal, State and local government bodies and affiliated credit agencies, certain obstacles appear. These two classes of farm land will be procurable only in broken lots, and it will be exceedingly difficult in attempting to acquire sufficiently large areas for proper utilization to avoid the dangers that have usually arisen in acquiring national forest lands where homesteads cover the desired tract like the black squares on a checkerboard. Integration and acquisition of lands under such circumstances is very expensive on account of the poor bargaining position in which the Federal Government invariably finds itself. Moreover, tax-delinquent and foreclosed land is largely agricultural in character, and it is not understood what effective use, other than agricultural, could be made of it by the Federal Government once it was acquired, except to give it away again at some future date. This particular proposal would appear to be most difficult and troublesome to administer from whatever angle it is approached. Finally, the proposed exchange of bonds, non-resaleable and bearing only 1-1/2 per cent interest to be amortized in 40 years leaves grave doubt in the mind as to its feasibility, but this aspect of the matter might be referred to the Secretary of the Treasury for his recommendation.

It is noted that a number of additional sheets were attached to Mr. Tugwell's letter and bill, consisting of recommendations by the recently concluded Conservation Conference.

These recommendations would enlarge the expenditures for existing forest and wild life conservation activities by $62,275,000 annually. In view of the immense sums of emergency money being expended during the fiscal years 1934 and 1935, it would seem prudent to revert

as quickly as possible to normal expenditure rates since by 1936 a great part of the national forests will have been improved to the point where normal maintenance would be ample to retain the gains made in conserving them by the use of emergency funds.

Summarizing, I wish to say that Mr. Tugwell's proposed bill is so indeterminate as to both scope and cost that it is directly in conflict with the Administration's financial program.[3]

L. W. DOUGLAS

[13:OF 1017:TS:PHOTOSTAT]

[1]Dated March 2, 1934, *ante,* 230.

[2]The Soil Erosion Service was established as a bureau of the Interior Department following allotment of funds to that agency by the Federal Emergency Administration of Public Works on Aug. 25, 1933. (Under the National Industrial Recovery Act the Public Works Administrator was authorized to set up a soil erosion program.) Hugh H. Bennett, chief soil specialist of the Agriculture Department, was brought to the Interior Department to administer the program. (The background and inception of the program are described in Bennett's report to the Secretary of the Interior in the latter's *Annual Report* for 1934, pp. 353-363, and in Charles M. Hardin, *The Politics of Agriculture,* Glencoe, Ill.: The Free Press, 1952, pp. 54-57.)

[3]An attached memorandum by Tugwell (undated) reads, "Taken up verbally with the President." On April 28, 1934, by Executive Order 6693, Roosevelt created the Committee on National Land Problems, composed of representatives of the Interior and Agriculture Departments and the Federal Emergency Relief Administration. The committee was authorized to make studies of land problems for the purpose of improving land use practices, balancing agricultural production, helping solve the human problem in land use, and developing a national land program.

237 THE PRESIDENT'S COMMITTEE ON WATER FLOW TO ROOSEVELT

WASHINGTON, *April 17, 1934*

MY DEAR MR. PRESIDENT: The committee appointed by you to consider the water resources of the United States and to make recommendations for the development of ten river basins, submits the enclosed report.

Realizing your desire for an early report, your committee has utilized available information without waiting for the conduct of new investigations or the completion of old ones. Much information was found to be readily accessible but further studies are necessary for the proper planning of these and other river basins. Pending these studies it may not be desirable to transmit to Congress a selection of specific projects. Any selection of specific projects at this point must necessarily omit many meritorious projects which further analysis may show to be preferable. Your committee believes, however, that the reports of the technical subcommittees will furnish to Congress the basis of a comprehensive plan of development but a competent coordinating body should reduce the diversified views to practical objectives and supply adequate data which would result in the selection of well-defined projects. The basis of this procedure is referred to on pages 10 and 11 of the attached report.[1]

Sincerely yours,

[HAROLD L. ICKES] Secretary of the Interior
[GEORGE H. DERN] Secretary of War
[HENRY A. WALLACE] Secretary of Agriculture
[FRANCES PERKINS] Secretary of Labor

[13:OF 1092:CT]

[1]The letter here printed and the report enclosed with it are in the form of carbon copies sent to the White House by E. K. Burlew of the Interior Department on June 8, 1934 (OF 1092). (The originals are not present.) The committee's letter and report, with additional reports of the technical subcommittees, and with the President's message to Congress transmitting them of June 4, 1934, are printed as *Development of the Rivers of the United States. Message from the President of the United States Transmitting a Preliminary Report on a Comprehensive Plan for the Improvement and Development of the Rivers of the United States . . .* 73d Cong., 2d sess., H. Doc. 395 (Washington, 1934). The report proposed watershed projects (involving water supply and pollution abatement, irrigation and drainage, soil erosion prevention, recreation, power development, flood control and navigation) for the following river basins, in the order of their priority: Tennessee Valley, St. Lawrence-Great Lakes, Mississippi, Missouri (including the Platte), Sacramento-San Joaquin, Delaware River, Columbia River, Colorado River, Ohio Valley and the Great Salt Lake Basin.

The report was signed by the full committee but Secretary of War Dern and Secretary of Labor Perkins noted their reservations in accompanying letters to the President, both dated April 20, 1934.

Dern's lengthy criticism was, in effect, a denial of the need of a comprehensive national plan and the competence of any agency other than the War Department to make one. He said that stream pollution, soil erosion, reforestation and flood control were special problems and each should be handled by a special group of experts; the coordination of unrelated activities might prove harmful rather than beneficial. Miss Perkins criticized the report because the Santee River basin was not included in the ten most urgent projects and because she believed that national planning of water use should be done by a single competent body. (She thought the National Planning Board qualified.)

On the long-continuing dispute between Roosevelt and the War Department over the control of watershed planning, see Arthur Maass, *Muddy Waters* (Cambridge: Harvard University, 1951), *passim.* Roosevelt's message to Congress transmitting the report, June 4, 1934, is printed *post,* 254.

238 ROOSEVELT TO SENATOR ROBERT F. WAGNER OF NEW YORK

WASHINGTON, *April 18, 1934*

MY DEAR SENATOR WAGNER: Congressman Taylor's bill, H. R. 6462, which has recently passed the House and is now before your Committee,[1] authorizing the Secretary of the Interior to regulate grazing on the public domain, embodies a principle which has my hearty approval, and I would appreciate the support of the proposed measure by the members of the Senate Committee on Public Lands and Surveys.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 633:CT]

[1]Senate Committee on Public Lands and Surveys.

239 SPEECH BY ROOSEVELT, Commerce Department Building, April 24, 1934

[Excerpt] We have been talking about this tremendous development of our forests and we are going to buy, we are in the process of buying, twenty-five million dollars worth of forest areas to add to this great Government domain of national parks and forests. What are we going to do with it? There are a great many people who live on this land that the Government is going to buy. Are we just going to move them out and add to the congestion in other communities? Well, some of them may want to go out and if they want to go out, it is all right. But, after all, forestry is not merely the acquisition of land that has trees on it and the

maintenance of that land in a state of nature for a thousand years to come. The land ought to be used. The trees ought to be used. Certain areas, of course, should be applied to public recreational purposes, but the other areas, the tree crop, should be used just as much as a crop of corn or wheat. It takes longer to grow, but that is the only difference.

There are other countries in the world that have scientific forestry in actual operation, countries whose civilizations go back three thousand instead of three hundred years. Every year they know that they have a perfectly definite yield of timber, an annual crop. Well, what do they do in their forest areas? In a great many of those forest areas in Europe, populations are maintained which use the bottom land for the growing of their food supplies and which are guaranteed—let us say that one member of every family in those forests is guaranteed a certain number of months of work in those forests by the state which owns the forest. Now, that is not driving people out of the forests; it is keeping people in the forests in an orderly way with an assurance of making an honest livelihood, of never starving and of having the opportunities of modern civilization.[1]

[SPEECH FILE:T]

[1]The occasion of this extemporaneous speech was the showing in the Commerce Department auditorium of the work of the subsistence homesteads. Among the exhibits were small models of the homes and reproductions of the rooms in them. The speech as a whole (printed in Rosenman, ed., *Public Papers*, III, 193-200) dealt with the problem of the rehabilitation of impoverished groups that had become economically stranded. The excerpt here printed is from the stenographic transcript and represents about ten per cent of the whole speech.

240 GEORGE H. DERN, PRESIDENT, NATIONAL FOREST RESERVATION COMMISSION, TO ROOSEVELT

[WASHINGTON] *May 1, 1934*

DEAR MR. PRESIDENT: It seems worth while to bring to your attention a resolution adopted by the National Forest Reservation Commission, at its meeting of March 26, which was as follows:

Resolved, that in the opinion of the members of the National Forest Reservation Commission it would be in the public interest for the United States to acquire, under the provisions of the Acts of March 1, 1911 and June 7, 1924,[1] all lands within the sixty National Forest Purchase Units, hitherto established with the concurrence and approval of this Commission, which are not now owned or in process of acquisition by the Federal Government and which are chiefly valuable for timber production and/or stream flow protection and other related uses; and as such lands have an aggregate area of 15,160,000 acres and an estimated value of approximately $50,000,000 and as the unobligated balance of the fund hitherto allotted by the President for the purchase of forest lands is now less than $11,000,000, the allotment by the President or the appropriation by the Congress of an additional sum of $25,000,000 for the purchase of said lands is recommended by the Commission.

During the past eleven months the Commission has approved the purchase of 3,241,185 acres of forest land at an average price of $2.22 per acre or total cost of $7,079,994.84. Purchases hereafter should progress at a more rapid rate, as a great deal of the unacquired land has been examined and appraised and considerations which hitherto have deterred owners from offering their properties promise to be less controlling. Apparently it will be wholly feasible to expend not only the remainder of the fund allotted by you last July but an equal or greater amount additional, if it can be made available.

The forest land purchase program is designed primarily to meet pressing problems of forest

conservation, watershed protection and soil erosion control. Not only is it meeting those objectives but it also is contributing to the general betterment of economic conditions. The payments made for the acquired lands in large part are used to adjust delinquent taxes that otherwise might not be paid, to meet payrolls, to satisfy other outstanding financial obligations, and to finance desirable programs of improvement. By equitably liquidating frozen assets it encourages a diffusion of funds throughout sections where they are badly needed. A minor proportion of the acquired land is submarginal farm land which thus is withdrawn from uneconomic use for farm crops. Initiation of necessary measures of protection and improvement creates new opportunities for employment.

These results are being obtained at little or no net cost to the United States, as the acquired properties are conservatively valued and their worth at any stage in their development should at least equal the cost of their purchase and betterment. The expenditures for their acquisition and improvement are capital investments rather than current costs of government. I trust it will prove practicable to provide funds for a continuation of the program on a scale commensurate with its national importance.[2]

Very sincerely yours,

[GEORGE H. DERN]

[Notation: A: LEHAND] Sec. Int.—Will you & Lewis Douglas & Henry Wallace talk this over & then speak to me about it (5-2-34)

[13:OF I—C:CT]

[1]The Weeks Forest Purchase Act and the Clarke-McNary Forest Act.

[2]On the National Forest land acquisition program, see the *Annual Reports* of the Chief of the Forest Service.

241 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *May 11, 1934*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: It occurs to me that the National Reservation and Park Service may care to look into this suggestion.

I do not know who has the present title to the Chesapeake & Ohio canal, but it occurs to me that if the government could buy it for a parkway and waterway for recreational purposes and develop it at low cost over a period of years, it might be something well worth while.

It is not my thought that the old locks should be put back into use, but perhaps we could put in a carrying path for the transfer of canoes from one level to another.

Will you have it looked into and let me know?

F.D.R.

[Notation: T] Letter from Frederic C. Howe, Consumers' Counsel, U. S. Dept. of Agri. AAA. May 1.[1]

[13:OF 6—P:CT]

[1]Howe's letter is not present. See Ickes' reply, *post,* 247.

242 WILSON COMPTON, COUNSELLOR, LUMBER CODE AUTHORITY, TO ROOSEVELT

WASHINGTON, D. C., *May 16, 1934*

DEAR MR. PRESIDENT: The Forest Conservation Code approved by you on March 23rd represents a culmination of a quarter century effort of forest industries, conservationists, and public agencies. It provides, we believe, adequate permanent frame-work and machinery for the development of private forestry, if given a chance to work.

Whether given a chance depends especially upon four conditions. All are substantially beyond the control of the forest industries. All are in whole or in large part within the control of the Federal Government or capable of being largely influenced by it.

1. Forest and forest industry loans and credits;

2. Timber tax reform;

3. Forest fire protection;

4. Forest acquisition, especially timber acquisition.

Nearly a year ago, through the Secretary of Agriculture, you asked the Forest Products Industries to include in any Code of Fair Competition which they might submit for your approval, some provision for forest conservation. They have done so in a manner approved by you and after extensive conferences with the Secretary of Agriculture and other public agencies. These conferences developed and declared a comprehensive *dual program* for the industries and for the public, and mutually interdependent. The first part, by the industries, is scheduled, unless its operations is "stayed," to be effective on June first. The Lumber and Timber Products Industries are prepared to administer it. But as to the public measures, in the absence of which the industry measures will be largely a gesture, there has been as yet, of public knowledge, no action and no indication of action contemplated.

As a responsible official of the Forest Industries, as one who for fifteen years has sought a practical basis for concerted action in forest conservation, who knows the importance of a willing and helpful attitude on the part of individual forest land owners, I earnestly urge you, before the Forest Code goes into effect on June first, to do something and to say something of your plans and your purposes to establish the recommended public forestry measures.

You are known to have a warm personal interest in the forest program. That fact has been an encouragement to the tens of thousands of forest land owners to do *now* what needs to be done. They are ready to do their part and they hope that the President will do his part.[1]

Yours sincerely,

WILSON COMPTON

[13:OF 149:TS]

[1]Answered *post*, 261.

243 REXFORD G. TUGWELL, ASSISTANT SECRETARY OF AGRICULTURE, TO

ROOSEVELT

WASHINGTON, D. C., *May 17, 1934*

MY DEAR MR. PRESIDENT: Our Chief Forester has sent me the attached summary of the results of the lumber code conference with you on May 9. He is of the opinion that it is desirable that a statement be issued along the line of this summary.

Under Article X the lumbermen have made the following commitments contingent upon a comprehensive program of public action:

(a) To maintain their lands in a productive condition.

(b) To practice where practicable selective logging, leaving part of the growing stock.

(c) To recognize their responsibility for fire protection in their logging operations.

(d) To practice where practicable sustained yield management.

(e) A non-voting representative member on their division and subdivision agencies for the administration and enforcement provisions of the Code.

(f) A revision of Article X recently signed by the President, providing for this program.

To carry out this program and get the industry off its suicidal basis they insist that public action is necessary. The public action they propose is to cover:

(1) More extensive land acquisition to establish a better balance between private and public ownership.

(2) Enlarged cooperation in the protection of privately owned lands against fire and other destructive agencies.

(3) Forest extension, including Code activities, inspection and enforcement.

(4) Revision of the taxation system for timberlands.

(5) An extended system of forest credits based on the principle of farm loans.

(6) A more extended program of forest research.

Sincerely,

R. G. TUGWELL

[13:OF I—C:TS]

244 *[Enclosure]* PROPOSED STATEMENT ON THE LUMBER CODE CONFERENCE OF MAY 9, 1934

The forests of this country cover approximately one-third of its total land area. The part this vast area must play in the future security and stability of family and community life in this country is so vital and far-reaching that I approved the Lumber Code only after there had been included in it Article X, a provision for the conservation of forest resources. Under this provision conferences between the industry and public agencies were to be called by the

Secretary of Agriculture to work out ways and means to make Article X effective. These conferences were held and the industry has definitely committed itself to the practice of forestry. This commitment requires that timberland owners protect young trees to leave a sufficient amount of growing stock on the ground for a future cutting and cut their timber only as fast as it grows. Such action is sound in their own interest and sound from the standpoint of public policy. Doubt, however, has been expressed by many in the industry as to how far they can carry out their commitments to practice forestry without having assistance from the Federal government. The Federal government is asked by the industry to increase materially its contributions for an enlarged program of fire protection, to extend forest credits, to urge modifications of present State systems of taxation, to enlarge its program of research, and to purchase large areas of privately owned timberlands in order to relieve the industry from the pressure of liquidation.

It is in the public interest to insure adequate fire protection of all of the timberlands in this country. For years the Federal government has joined with the States and private owners, under a cooperative plan through the Clarke-McNary law, to build up an adequate system of fire protection. I am anxious to see this plan enlarged and extended on the basis of joint contributions from the Federal government, the States, and private timberland owners. I have asked the Congress in a special Senate Resolution to restore $600,000 to the $1,358,645 now appropriated for the purpose. This would make available for cooperative fire protection work very close to $2,000,000.

In addition to this I have asked, and Congress has approved, the continuation of the 1460 Civilian Conservation Corps camps for another year. There are 250 of these camps on privately owned timberlands. This makes a working force of some 50,000 young men available as a reserve on these lands which can be used to prevent, detect and fight fires in case of need. Thus the Federal government this year will be expending directly in cooperative fire protection $2,000,000 under the Clarke-McNary act and $20,000,000 on the CCC camps on privately owned timberlands, or a total of approximately $22,000,000, to protect privately owned forests from fire.

I can not escape the conclusion, however, that private timberland owners have a very definite responsibility to take adequate safeguards against fire and to share the burden of fire protection in a more adequate way.

In the extension of forest credits—this is a field to be explored. I have asked that a fund of $50,000 be made available through the deficiency appropriation bill to investigate this question of forest credits in cooperation with the Farm Loan Board and the Reconstruction Finance Corporation. I have asked for a modification of the organic law governing the RFC to permit loans on forest properties provided that such properties are managed on the basis of being self-perpetuating.

The taxation of timberlands by the various States is primarily a State problem. Studies by the Forest Service which have been made indicate that some adjustment in the system of taxation should be made which will give the States current income and at the same time defer the taxation of timber stands on an annual basis, postponing payment of the full tax until the timber is actually cut. Private timberland owners should take this matter up through their regular State channels, and the Federal government stands ready through the Forest Service to give freely of the factual information it has secured through a study of this subject.

I am for an adequate research program which will give us the necessary scientific information for the proper handling of all of our forest lands. The Federal government has established eleven experiment stations in various parts of the country which are investigating various phases of our forest problem. It has established at Madison, Wisconsin, a Forest

Products Laboratory, in connection with the University, which is exploring the whole field of utilization of wood. The Laboratory has been recently brought up to date with new equipment. It includes timber testing apparatus and other facilities for determining the best use of various classes of wood products.

The bringing back into public ownership of large areas of timberland has the endorsement of the National Forest Reservation Commission. It has the approval of the Secretary of Agriculture in recommendations submitted by him in the Copeland Report made in response to Senate Resolution No. 175. The Lumber Code Conference on Article X, held in January of this year, approved an enlarged program of public ownership of the timber growing lands of this country. A large program of acquisition has been under way for over a year through the allotment of $20,000,000 to the Forest Service for this purpose. Through this appropriation it is estimated that there will be purchased 8 million acres of timberland as additions to our National Forests. Four million acres of the estimated 8 million acres have already been purchased. I have asked the Congress to continue this program on the definite recommendation of the National Forest Reservation Commission, by making available another $20,000,000. This will make possible the carrying forward of one of the major recommendations of the Conference.

It is my conviction that in the enforcement of Article X, which involves technical problems in the handling of our timber stands, the National Recovery Administration should delegate to the Forest Service responsibility for the enforcement of Article X and make available some of its funds for such enforcement in cooperation with the lumber industry.

The public program is going forward through the various methods I have stated. The lumber industry has assumed certain obligations under the Code for the carrying out of its part. It is my hope that through this development the progress of forestry in this country, on Federal, State and private holdings, will contribute tremendously to the stability and security of industries dependent upon the resources and of the people and communities dependent upon these industries.[1]

[13:OF I—C:T]

[1]The May 9 conference referred to in the covering letter was attended by Ickes, Wallace and Silcox. (Ferdinand A. Silcox was appointed Forester Nov. 15, 1933, succeeding R. Y. Stuart who died Oct. 23, 1933.) Wallace had requested this meeting in a letter to Roosevelt of April 7 (?), 1934 (OF I—K). He said that the lumber and other forest industries had committed themselves to the conservation of forest resources and that to insure success of this private effort "the Federal Government must also meet some obligations." The statement enclosed by Tugwell was not issued; see *post,* 260.

245 PRESS CONFERENCE, EXECUTIVE OFFICES OF THE WHITE HOUSE, May 23, 1934, 10:40A.M.

[Excerpt] The President: I talked to some of the grazing Senators yesterday . . .[1] I would like to see action on the bill this session. Their objection to the bill, as was proposed by the Interior Department and the Department of Agriculture, was that in certain cases, as I understand it, there is the summer range up in the National Forest for one man's bunch of cattle and then winter range down in the public domain, and that the owner of that bunch of cattle has to go to two different departments. What these Senators are afraid of is that they would be thrown out of the forest reserve on a given date and the public domain would not be open to them until a couple of weeks later, and the unfortunate cattle would have nowhere to go. What I talked over was the definite coordination on the issuing of permits between the Forestry and the Public Domain so they can go to one place and one man and get a permit

covering both pieces of territory.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Alva B. Adams (Colo.), Carl Hayden (Ariz.), and Joseph C. O'Mahoney (Wyo.), concerning the Taylor Grazing Bill (H. R. 6462).

246 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *May 24, 1934*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Can you now give me a definite set-up for the Wild Life expenditure? I hope that in addition to the million dollars already allocated, we can get from land purchase, relief, etc., another five millions.

By the way, the Congressmen say the million dollars which I allocated has got lost somewhere. Will you conduct a search party?[1]

F.D.R.

[13:OF 378:CT]

[1]Answered *post*, 250.

247 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *May 28, 1934*

MY DEAR MR. PRESIDENT: In your memorandum of May 11 you mentioned that it has occurred to you that if the Government could buy the Chesapeake & Ohio canal for a parkway and waterway for recreational purposes and develop it at low cost over a period of years it might be something well worth while. You concluded by asking me to look into it and let you know.

I think the attached brief memorandum to me from Chairman Frederic A. Delano of the National Capital Park and Planning Commission gives you just the information you wish to have. I heartily endorse the proposed acquisition.

Sincerely yours,

[HAROLD L. ICKES]

[13:OF 6—P:CT]

248 *[Enclosure]* FREDERIC A. DELANO, CHAIRMAN, NATIONAL CAPITAL PARK AND PLANNING COMMISSION, TO HAROLD L. ICKES

WASHINGTON, D. C., *May 16, 1934*

MEMORANDUM FOR SECRETARY ICKES: The following is submitted in response to the President's memorandum to you of May 11 on the possible acquisition and use of the Chesapeake & Ohio Canal:

We heartily concur in the suggestions of Mr. Frederic C. Howe. Acquisition of the Chesapeake & Ohio Canal by the Federal Government has already been authorized by Congress in the Capper-Cramton Act passed in 1930. Section I (a) of that Act provides for the acquisition and development of the George Washington Memorial Parkway from Mount Vernon and Fort Washington to a point above the Great Falls, including the acquisition of the Chesapeake & Ohio Canal to Point of Rocks which is 33 miles above Great Falls.

Apart from the river frontage and the Great Falls itself, the Chesapeake & Ohio Canal is the chief center of interest in the proposed Parkway on the Maryland side. For large numbers of people it would have the greatest all-round recreational value to be obtained in one unit, providing ideal facilities for boating, canoeing, cycling, hiking, picnicing and even swimming at certain points. It traverses a river valley of the greatest scenic interest and variety, and represents an age and advance in American civilization of permanent historic value. The Canal passed its 100th birthday last year and no more fitting time could be found for its dedication to public use than right now.

Plans of the National Capital Park and Planning Commission, which is the agency heretofore authorized to acquire the Parkway, contemplate the preservation of the Canal much as it is today for its entire 15 mile length from Georgetown to Great Falls, and the acquisition of all the low land between it and the river. The Parkway road would be built on the high land above the Canal, often parallel to it, and for the most of the distance would be the boundary of the park. Thus, in the plan of acquisition the Canal is the key property for the George Washington Memorial Parkway just as it would be in recreational, scenic and historic value.

The Baltimore & Ohio Railroad owns all the outstanding bonds and in negotiations in 1929-30 with the Chairman of the National Capital Park and Planning Commission offered to sell for approximately $1,000,000 with certain reservations the entire stretch to Point of Rocks but with a condition that the right of way should never be used for a competing railroad. More recently the Railway Company has submitted valuations showing much higher figures than in the conversations of 1929, and I think it likely that a figure as high as $2,000,000 is nearer the price on which we could settle than the price once talked of.

With a view to determining the cost of development and detailed location of the Parkway road, surveys are now under way by the State of Maryland in cooperation with the Bureau of Public Roads and the National Capital Park and Planning Commission.

Development of the Canal and Parkway could well proceed as meritorious projects for relief of unemployment. Clean up and grading of the old Canal would provide ideal relief work. Landscaping and reconstruction of locks and canal bridges would be excellent projects for C. C. C. camps to undertake.

Finally, we favor the purchase of the Canal and adjacent rights of way for the following reasons:

1. that it will be the main route of access to the Shenandoah-Great Smokies Parkway;

2. that it will afford a charming route to Harper's Ferry and the battlefield of Antietam;

3. that it will supply a new and attractive route to Gettysburg via the Potomac Valley and thence up Monocacy Creek.

Sincerely yours,

FREDERIC A. DELANO

[13:OF 6—P:TS:PHOTOSTAT]

249 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *May 29, 1934*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: Why not include this definitely in next year's budget? I hesitated to spend two million dollars out of Public Works or Relief funds for acquisition of the Canal.

F.D.R.

[Notation: T] Purchase of Chesapeake & Ohio Canal[1]

[13:OF 6—P:CT]

[1]This refers to the preceding letter. The canal was acquired for park purposes in 1938.

250 REXFORD G. TUGWELL, ACTING SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *May 29, 1934*

DEAR MR. PRESIDENT: This is in reply to your memorandum of May 24. The definite set up for immediate action on the Wild Life Program orders itself about as follows:

One million dollars by Executive Order from forestry appropriation	$1,000,000
One and one-half million allocated specifically for migratory waterfowl projects from submarginal money	1,500,000
Total for land acquisition	2,500,000
Proposed one million from P. W. A. for rehabilitation, materials and construction	1,000,000
Total wild life allocation to date	3,500,000

The remainder of the total of $6,000,000, or $2,500,000, has not yet been made available from any source yet discoverable.

Of the funds above enumerated, the $1,000,000 by Executive Order and the $1,500,000 from submarginal land money, or a total of $2,500,000 must, by limitation of original appropriation, be spent only for acquisition and the attendant costs of purchase.

An estimated cost for materials and restoration amounting to 40% of the costs of the lands is being solicited from the P. W. A.

The program of projects, in order of importance, to be acquired and rehabilitated is:

(1) 12 to 20 refuges and nesting areas distributed along the lanes of migration of the Mississippi basin, to be chosen out of a list of 109 filed proposals	2,250,000
(2) Malheur Lake restoration and purchase and restoration of Dunner and Blitzen marshes in eastern Oregon. Estimated cost	1,000,000

(3) Mata Merquite[1] Marshes, purchase and restoration	200,000
(4) Additions to Bear River marshes and Mississippi Wild Life Refuge	50,000
Total	3,500,000

Awaiting the discovery of further funds for Migratory Waterfowl Refuges are the Spalding Ranch in Sacramento Valley, Louisiana marshes, Medicine Lake in Montana, Kankakee marshes in Indiana, Erie marshes, Florida Everglades, and completion of refugees along the Pacific Coast flyways.

Upland game and big game projects must, under the present limitation of funds, be coincident with submarginal land retirement projects and may be considered as only supplemental and accidental to the original Wild Life Restoration Program as originally proposed in the Beck Committee report, until additional funds over and above the proposed $6,000,000 are provided.

It might be stated that the total funds now proposed for wild life restoration is about the same as that spent on mosquitoes this year, which may account for some of the feverish anxiety on the part of those interested in game.[2]

Sincerely,

R. G. TUGWELL

[13:OF 378:TS]

[1]Apparently in error for Mattamuskeet. See *post*, 265.

[2]An attached memorandum, Roosevelt to McIntyre, undated, reads, "Keep this in case the Congressmen who come to see us make any other inquiries."

251 DAVID WAGSTAFF TO ROOSEVELT

TUXEDO PARK, NEW YORK, *May 30th, '34*

DEAR FRANKLIN: The enclosed speaks for itself—I only hope that something can be done to limit the slaughter of these great bears so that they will not follow the pigeon and the bison through our own lack of interest.

With best regards. Sincerely

DAVID WAGSTAFF

[13:OF 149:TS]

252 *[Enclosure]* DAVID WAGSTAFF TO ------ ------

TUXEDO PARK, NEW YORK

DEAR MR. ------: Please don't continue to send me your letters on bear shooting from a yacht in Alaska or the adjacent islands—All my life I have tried to be a sportsman and live up to the reputation of my father and uncle—C DuBois Wagstaff who was a great shot. Your

account disgusts me and I sincerely hope that the Aleutian Islands will soon be made a sanctuary.

Yours,

DAVID WAGSTAFF

[13:OF 378:AS:COPY]

253 WILSON COMPTON, COUNSELLOR, LUMBER CODE AUTHORITY, TO ROOSEVELT

WASHINGTON, D. C., *May 31, 1934*

MY DEAR MR. PRESIDENT: It will be an important encouragement to our progress with the Forest Conservation Code if the Bill S. 3612 (by Senator Fletcher) and H. R. 9649 (by Representative Caldwell), permitting loans by the Reconstruction Finance Corporation in aid of sustained yield forest industry operation, may be pushed to enactment in this Session of Congress.

It is our understanding that there is at least no important opposition to this, and a great deal of vigorous support. It involves no additional Federal expenditure. The R. F. C. has, I understand, indicated that the provision can be readily administered. It has the earnest endorsement of the Forest Service and, I believe, awaits a report from the Director of the Budget.

In the absence of separate forestry legislation, can not this temporary provision be made for the encouragement of sustained yield forest industry operations?[1]

Yours respectfully,

WILSON COMPTON

[1]The Senate bill was introduced May 14 and the House bill May 15, 1934, but neither was reported from committee *(Cong. Rec.*, 73d Cong., 2d sess., 78:8, 8732, 8930). Hearings were printed: *Amendment of the Reconstruction Finance Corporation Act*, Hearing before a Subcommittee of the Committee on Banking and Currency, U. S. Senate, 73d Cong., 2d sess., on S. 3612 (Washington, 1934). No reply to Compton's letter has been found. Fletcher introduced another forest credit bill in the next session; see *post*, 373.

254 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *June 4, 1934*

To THE CONGRESS OF THE UNITED STATES:[1] On February 2, 1934, by resolution, the Congress requested me to report on "a comprehensive plan for the improvement and development of the Rivers of the United States, with a view of giving the Congress information for the guidance of legislation which will provide for the maximum amount of flood control, navigation, irrigation, and development of hydro-electric power."[2]

Pursuant thereto I requested the Secretaries of the Departments of the Interior, War, Agriculture and Labor to advise on the development of a water policy and on the choice of projects. I am sending herewith copies of their report,[3] together with separate letters from the Secretary of War and the Secretary of Labor, and also:

(1) List of Technical Advisory Committees of the President's Committee.

(2) Review of reports of Technical Sub-Committees on water flow.

(3) Review of report of Technical Sub-Committees covering additions in the Arid Section, prepared by the Bureau of Reclamation.

(4) Seven reports of Technical Sub-Committees covering various regions.

I ask that the Congress bear in mind certain obvious facts relating to these reports:

(1) That the time for the preparation of these reports was extremely limited.

(2) That the subject is one of enormous magnitude covering the whole of the United States.

(3) That the Resolution of the Congress, covering the subjects of flood control, navigation, irrigation, and development of hydro-electric power, automatically opened the door to all interrelated subjects which come under the general head of land and water use. This broader definition brings to our attention very clearly such kindred problems as soil erosion, stream pollution,[4] fire prevention, reforestation, afforestation, marginal lands, stranded communities, distribution of industries, education, highway building, home building, and a dozen others.

(4) All of the reports were based primarily on information already at hand and further study is strongly recommended.[5]

(5) For the purpose of making a preliminary test, I requested a wholly tentative trial selection of ten specific projects. As I had expected, the report[6] strongly doubts the advisability of recommending these projects, on the ground that any selection at this point must necessarily omit many meritorious projects which further analysis may show to be preferable.

(6) The reports of the Technical Sub-Committees, covering various areas, are of definite value. But before any work is done, it is obvious that a competent coordinating body must go over all of these reports, as well as reports on other projects and produce a comprehensive plan.

In view of the above, I, therefore, suggest that the Congress regard this message and the accompanying documents as merely a preliminary study and allow me, between now and the assembling of the next Congress, to complete these studies and to outline to the next Congress a comprehensive plan to be pursued over a long period of years. Further legislative action on this subject at this session of the Congress seems to me, therefore, unnecessary.

I expect before the final adjournment of this Congress to forward to it a broader outline of national policy in which the subject matter of this message will be presented in conjunction with two other subjects also relating to human welfare and security.

We should proceed toward a rounded policy of national scope.[7]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES:M]

[1]A draft of this message (Speech File) bears a number of revisions, some by Roosevelt and some by others (not identified). Those made by Roosevelt are noted below. The text here printed is identical with that sent to the Congress.

[2]*Development of the Rivers of the United States* (Washington, 1934). See *ante*, 237.

[3]The draft reads, "this report."

[4]"Stream pollution" was added.

[5]The draft reads, "The Committee strongly recommends further study."

[6]The draft has "Committee" instead of "report."

[7]The last sentence was added. In the Senate the message was referred to the Commerce Committee; the action taken by the House is not indicated *(Cong. Rec.,* 73d Cong., 2d sess., 78:10, 10399-10466).

255 ROOSEVELT TO GEORGE H. DERN, SECRETARY OF WAR

WASHINGTON, *June 6, 1934*

MEMORANDUM FOR THE SECRETARY OF WAR: I wish you would read this letter from the Secretary of the Interior in regard to the Mississippi River Commission and the Mississippi Valley Commission.[1] I wish you would have a talk with the Secretary of the Interior about this whole subject.

It is my thought that the Mississippi River Commission should concern itself solely with engineering problems relating to the actual main stem of the Mississippi from St. Paul to the Gulf and should consider only maintenance of levees, overflows from the main river, maintenance of channels, flood readings, etc.

Secretary Ickes is right in that the Mississippi Valley Commission covers a much broader territory and is concerned with questions of erosion, reforestation, stream pollution, etc.[2]

F.D.R.

[13:OF 25—K:CT:COPY]

[1]Ickes' letter is not present. The President was referring to the Mississippi Valley Committee, not Commission.

[2]Dern replied June 27, 1934 (OF 25—K), that he had talked with Ickes and agreed with his and the President's view of the division of responsibility between the two agencies.

256 ROOSEVELT TO SAMUEL N. SPRING, DEAN, NEW YORK STATE COLLEGE OF FORESTRY, SYRACUSE UNIVERSITY, Syracuse, New York

[WASHINGTON] *June 6, 1934*

MY DEAR DEAN SPRING: I am greatly interested in the excellent report of Mr. Bower on the planting at Hyde Park this spring.[1] I was at home on Sunday and inspected all of this planting that I could reach by my small car.

There are two additional experiments which I am wondering if you and the staff would consider worthwhile making. They are only ideas of mine and may not be worth anything.

1. Would it be worthwhile to try broadcasting hemlock seed in the Tamarack swamp, using a

small area for this purpose, and raking them in with an ordinary wooden rake after broadcasting? We might get them to take and they might do well in this damp soil. I do not know what is considered the best season for such an operation.

2. I have long been interested in comparing the results from acorns gathered from trees of different ages. Would it be worthwhile to gather acorns from three age types—one lot, say, from a tree or trees about thirty years old; another lot from a tree or trees about eighty years old, and another lot from a tree or trees about one hundred and fifty years old? We have all of these trees, both red oak and white oak, on our place and the experiments could be tried with both species of oak.

Mr. Plog reports that the acorns hitherto planted have sprouted well. I expect to be at home only for a few hours before leaving for the Pacific Coast the end of this month, but I hope to get home about August twenty-fifth for about three weeks. It would be delightful if you and any of your assistants would care to come down when I am at Hyde Park at that time.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 38:CT]

[1]A four-page typescript, "Report of Forest Tree Planting, Spring 1934, Estate of Franklin D. Roosevelt, Hyde Park, N. Y." (PPF 38). Ray F. Bower, at this time on the faculty of the New York State College of Forestry, had supervised the 1932 and 1933 plantings. See his article, "The President's Forests," in *American Forests,* 40 (January, 1934), 7-9, 46.

[2]No reply has been found.

257 ROOSEVELT TO DAVID WAGSTAFF, Tuxedo Park, New York

[WASHINGTON] *June 6, 1934*

DEAR DAVE: You are dead right about the slaughter of those bears. I am starting the machinery to stop that sort of thing from happening again.

Always sincerely,

[13:OF 378:CT]

[FRANKLIN D. ROOSEVELT]

[1]See *ante,* 251.

258 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *June 6, 1934*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: This horrifies me as much as it does my friend David Wagstaff. If these bears come under your jurisdiction, will you please have the matter checked up? It seems to me that that kind of slaughter ought to be stopped.[1]

F.D.R.

[13:OF 378:CT]

[1]Answered *post,* 266.

259 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *June 8, 1934*

[Excerpt] To THE CONGRESS OF THE UNITED STATES: . . . In regard to the second factor, economic circumstances and the forces of nature themselves dictate the need of constant thought as to the means by which a wise government may help the necessary readjustment of the population.[1] We cannot fail to act when hundreds of thousands of families live ~~in localities~~ where there is no reasonable prospect of ~~conditions which will allow them to earn~~ a living in the years to come. This is ~~peculiarly~~ *especially* a national problem. Unlike most of the leading Nations of the world, we have so far failed to create a national policy for the development of our land and water resources and for their better use by those people who cannot make a living in their present positions. Only thus can we permanently eliminate many millions of people from the relief rolls on which their names are now found.

The extent of the usefulness of our great natural inheritance of land and water depends on our mastery of it. We are now so organized that science and invention have given us the means of more extensive and effective attacks upon the problems of nature than ever before. We have learned to utilize water power, to reclaim deserts, to recreate forests and to redirect the flow of population. Until recently we have proceeded ~~haphazardly~~, *almost at random,*[2] making many mistakes.

There are many illustrations of the necessity for ~~national~~ *such* planning. Some sections of the Northwest and Southwest which formerly existed as grazing land, were spread over with a fair crop of grass. On this land the water table lay a dozen or twenty feet below the surface, and newly arrived settlers put this land under the plow. Wheat was grown by dry farming methods. But in many of these places today the water table under the land has dropped to fifty or sixty feet below the surface and the top soil in dry seasons is blown away like driven snow. Falling rain, in the absence of grass roots, filters through the soil, runs off the surface, or is quickly reabsorbed into the atmosphere. Many million acres of such land must be restored to grass or trees if we are to prevent a new and man-made Sahara.

At the other extreme, there are regions originally arid, which have been generously irrigated by human engineering. But in some of these places the hungry soil has not only absorbed the water necessary to produce magnificent crops, but so much more water that the water table has now risen to the point of saturation, thereby threatening the future crops upon which many families depend.

Human knowledge is great enough today to give us assurance of success in carrying through the abandonment of many millions of acres for agricultural use and the replacing of these acres with others on which at least a living can be earned.

The rate of speed that we can usefully employ in this attack on impossible social and economic conditions must be determined by businesslike procedure. It would be absurd to undertake too many projects at once or to do a patch of work here and another there without finishing the whole of an individual project. Obviously, the government cannot undertake national projects in every one of the 435 Congressional districts, nor even in every one of the

48 states. The magnificent conception of national realism and national needs that this Congress has built up has not only set an example of large vision for all time, but has almost consigned to oblivion our ancient habit of pork barrel legislation: to that we cannot and must not revert. When the next Congress convenes I hope to be able to present to it a carefully considered national plan, covering the development and the human use of our natural resources of land and water over a long period of years.

In considering the cost of such a program it must be clear to all of us that for many years to come we shall be engaged in the task of rehabilitating many hundreds of thousands of our American families. In so doing we shall be decreasing future costs for the direct relief of destitution. I hope that it will be possible for the government to adopt as a clear policy to be carried out over a long period, the appropriation of a large, definite, annual sum ~~of~~ *so* that work may proceed year after year not under the urge of temporary expediency, but in pursuance of the well considered rounded objective.[3]

[SPEECH FILE:T]

[1]Roosevelt had been discussing the factors of relief and economic recovery in the national program. The text of this excerpt is that of the final draft; except for the White House mimeographed release, no other texts are present. With one exception (noted below), the deletions and additions (the latter indicated by italic) are in Roosevelt's hand; as thus edited the message is that as sent to Congress on June 8, 1934. For the entire text, see Rosenman (ed.), *Public Papers,* III, 287-293.

[2]This revision appears to be in Louis Howe's hand.

[3]In his emergency drought relief message to Congress of June 9, 1934, Roosevelt asked for $50,000,000 for emergency acquisition of submarginal farms and for resettlement *(ibid.,* 293-294). The New York *Times* said editorially (June 9, 1934, p. 14) that the message was "unprecedented" in coming at the end of a session of Congress, and that it was "entirely a document meant for discussion and appraisal all though the summer and up to the time of the Congressional elections in November."

260 REXFORD G. TUGWELL, ACTING SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *June 8, 1934*

DEAR MR. PRESIDENT: With reference to the attached correspondence from Dr. Wilson Compton of the Lumber Code Authority urging you to issue a statement covering plans and purposes on public forestry measures in connection with the conservation provisions of the forest industry codes, which became effective June 1.[1]

The Department believes that the issuance of such a statement would be desirable, that the psychological effect would be particularly beneficial in helping to carry the code activities through the difficult initial period of getting the rules of forest practice into effect, and that many of the things which the public is asked to do would necessarily have to be done in any comprehensive plan for the advancement of forestry even though there were no forest industry codes. I have already presented to you the draft of a possible statement.[2] If you concur, the enclosed letter might be sent to Dr. Compton.[3]

The possibility of financing a limited number of activities such as the acquisition of forest lands, provision for fire protection, provision for a study of the principles which should underlie a credit organization, and provision for a Forest Service organization to assist in getting the code provisions into effect, have been discussed with you. Attempts are being

made to obtain the necessary finances in accordance with your suggestions.

Very respectfully,

R. G. TUGWELL

[13:OF 149:TS]

[1]May 16, 1934, *ante*, 242.

[2]May 17, 1934, *ante*, 243.

[3]Sent as the letter following.

261 ROOSEVELT TO WILSON COMPTON, COUNSELLOR TO THE LUMBER CODE AUTHORITY, Washington

[WASHINGTON] *June 13, 1934*

DEAR DOCTOR COMPTON: The issuance of such a statement as suggested in your letter of May 16th has been under consideration. Since it would undoubtedly advance the general forestry movement and aid in putting the rules of forest practice under the forest industry codes into effect, I shall be glad to issue such a statement in the immediate future. An attempt is being made to work out practical means of accomplishing some if not all of the other matters which you suggest.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 149:CT]

[1]The proposed statement was apparently not issued.

262 WHITE HOUSE MEMORANDUM OF TELEPHONE MESSAGE TO SENATOR DUNCAN U. FLETCHER OF FLORIDA

[WASHINGTON] *June 14, 1934*

Telephoned the following memo to Senator Duncan U. Fletcher's office: That the President is for the creation of the industry up to the point where it might, if overdone, cause destruction to the pine forest reserves. He would like to see the forests conserved, the industry developed and operated so that as pine is cut for wood pulp purposes it would be replanted and the timberlands not exhausted and destroyed. That is his only limitation on it.[1]

[13:OF 149:CT]

[1]This refers to the expanded southern pine newsprint industry made possible by the process developed by Charles H. Herty.

263 OVID BUTLER, EXECUTIVE SECRETARY, AMERICAN FORESTRY ASSOCIATION, TO ROOSEVELT

WASHINGTON, D. C., *June 14, 1934*

MY DEAR MR. PRESIDENT: In behalf of The American Forestry Association I respectfully urge that you withhold approval of the bill to regulate grazing on the Public Domain as amended and passed by the Senate on Tuesday and concurred in by the House yesterday.[1] I make this request on the grounds that the amendments to the bill as made by the Senate defeat its basic purpose by virtually placing control in the hands of the states instead of the Secretary of the Interior.

This Association has long advocated legislation by Congress that would regulate the use of the Public Domain and make possible its administration along intelligent, constructive, conservation lines. That in effect was the purpose of the bill in question as originally drawn by the Departments of Interior and Agriculture and as introduced in both Houses.

The amendments incorporated in the bill in the Senate, however, seem to us clearly to obstruct that purpose and to render the legislation insidiously destructive of public interests locally and nationally. If the bill becomes law, it may, in our judgment, prove to be a land grabbing and land monopolistic measure comparable to Acts characteristic of free-booting days of the past.

May we call your attention specifically to several amendments in support of our viewpoint? These amendments were supported by western members of the Senate who have been quite frank in stating that the public lands should be turned over to the states. Senator McCarran of Nevada offered an amendment which was adopted as Section 16, which we believe will tie the hands of the Secretary in regulating grazing on the public lands and will defeat the main purpose of the bill. This amendment virtually gives the respective states the right to control grazing on the public lands by state laws heretofore or hereafter enacted in the name of public welfare, police power and public health. Under such a law grazing on the Public Domain in Nevada, Senator McCarran's own State, is now, I am informed, largely in the hands of the State and the large owners of water rights.

Section 3 of the bill contained a provision designed to safeguard the public's right in the public lands by providing that the creation of a grazing district or the issuance of a permit to graze on the Public Domain shall not entitle the permittee to any right, title, interest or estate in or to the land. The same section, however, destroys that safeguard by providing that in the issuance of grazing permits the Secretary shall give preference to land owners or owners of water rights as may be necessary to permit the proper use of land and it further provides "that no renewal of any permit shall be denied if such denial will impair the value of the live stock unit of the permittee, if such unit is pledged as security for any bona fide loan." The extent to which large stock owners control water rights in the West essential to the grazing of live stock is well known, so that the provision in question would seem to vest the large stockman and the large land owner with a well intrenched legal right to much of the Public Domain as against the small stockman who is not so fortunately situated with reference to ranch property and controlling water rights.

Another amendment inserted in the bill in the Senate would seem to vest the banks and money lenders with a right in the Public Domain that may well be questioned. This amendment provides "that any holder of a lien on the live stock of any qualified permittee shall be subrogated to all rights of such permittee under this act upon default under such lien and all rights of such permittee under this act shall continue and be recognized in the holder of such lien so long as said permittee may be an obligor of or to any such loaning agency, governmental or private."[2] It is well known that many banks and other private loaning agencies in the West have outstanding loans with stockmen, and it is conceivable, particularly

under present conditions, that the effect of the provision in question might easily lodge vast control and influence in these loaning agencies in the administration of the Public Domain.

In conclusion, I desire to reiterate our interest in seeing the Public Domain brought under conservation management by the Federal Government that will protect public interests, but we believe that the bill as vitiated in the Senate will prove a grant of public rights to special interests that will arouse national indignation when the effect of the amendments referred to are realized by the public.

Very sincerely yours,

OVID BUTLER

[13:OF 633:TS]

[1]The Taylor Grazing Act.

[2]The amendment was first offered by Senator McCarran in the language quoted. Following criticism by Senator Adams (Colo.) and Senator O'Mahoney (Wyo.) that it would give opportunity for collusion between borrower and lender to extend a permit, McCarran offered the amendment in this form: "Except that no renewal of any such permit shall be denied, if such denial will impair the value of the livestock unit of the permittee, if such unit is pledged as security for any bona fide loan." Adopted by the Senate, this was unacceptable to the Administration and a conference resulted in a rewording of the amendment: ". . . except that no permittee complying with the rules and regulations laid down by the Secretary of the Interior shall be denied the renewal of such permit, if such denial will impair the value of the grazing unit of the permittee, when such unit is pledged as security for any bona fide loan." This language remained in the act as approved June 28, 1934 *(Cong. Rec.,* 73d Cong., 2d sess., 78: 10, 11151-11156, 11162; 78: 11, 11634, 11745, 11778, 12004; 48 *Stat.* 1269). The National Grange also urged veto of the bill, for largely the same reasons as offered by Butler (Fred Brenckman to Roosevelt, June 18, 1934, OF 633).

264 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *June 15, 1934*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Will you, Secretary Ickes and Administrator Hopkins put this in shape so that we can do something definite before I go away—all of this provided you three agree on the use of the money?

F.D.R.

[13:OF 378:CT]

265 *[Enclosure]* LEWIS W. DOUGLAS, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

[WASHINGTON] *June 13, 1934*

MEMORANDUM FOR THE PRESIDENT: You made inquiry of me as to whether under the language of the Deficiency Bill or any other appropriation there would be available to you funds for the purpose of acquiring bird sanctuaries—the Double O Ranch in Oregon, an area in Northern Arkansas, and Lake Matta Muskeet, North Carolina.

The National Industrial Recovery Act authorized an appropriation of $3,300,000,000 for the relief of unemployment through the performance of useful public works. Under the provisions of the Act you, by Executive Order of May 28, 1934, made available $1,000,000 of the

$3,300,000,000 for the purpose of acquiring bird sanctuaries.

The Deficiency Bill appropriates additional funds to be allocated by you for further carrying out the purposes of the National Industrial Recovery Act. It seems to me, therefore, that if you could make available $1,000,000 out of the $3,300,000,000 authorized by the National Industrial Recovery Act for the acquisition of bird sanctuaries you may, with equal propriety, out of the additional funds appropriated by the Deficiency Bill make available sums for the acquisition of further bird sanctuaries. It is my understanding that you will do so provided it creates employment.

[LEWIS W. DOUGLAS]

[13:OF 378:CT]

266 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *June 19, 1934*

MY DEAR MR. PRESIDENT: The correspondence relating to the hunting of bears in Alaska was received on June 7 and the National Park Service has been studying the problem.[1] I do not wonder that you were disturbed by the activities described . . . particularly when there has been so much agitation regarding the protection of bears in Alaska.

Although I have little patience with unsportsmanlike activities I find upon second reading of the radiogram that while "over forty were seen" six were bagged with each of the six hunters "getting a trophy." I note also that black bears rather than Alaska brown bears were taken although the latter constituted the next objective.

During the last few years there has been a real drive by conservationists to give better protection to the Alaska Brown Bear. This Department has aided this move by enlarging Katmai National Monument by 1,609,000 acres and the National Park Service has planned a Proclamation doubling the size of Glacier Bay National Monument purposely to give additional protection to brown bears. Already there is in Alaska a total of over 6,000,000 acres in parks and monuments under the jurisdiction of the National Park Service where bears are given total protection. The Alaska Game Commission has afforded brown bears additional protection of late and has established several refuges for bears.

I am sending the correspondence to the Alaska Game Commission of the Department of Agriculture so that you may hear direct as to the legality of the type of hunting indicated by the telegram and as to what means may be taken to regulate it properly.

Sincerely yours,

HAROLD L. ICKES

[Notation: AS] Copy to Wagstaff LB 6/20

[13:OF 378:TS]

[1]See *ante*, 251, 257, 258.

267 SENATOR JOSEPH C. O'MAHONEY OF WYOMING TO ROOSEVELT

[WASHINGTON, *June 19, 1934]*[1]

MEMORANDUM FOR THE PRESIDENT RE GRAZING BILL: The suggestion that the Taylor Bill as agreed to in conference grants too much power to the states is untenable. As amended in the Senate the Act protects the respective jurisdictions of the Federal and State governments.

Attention is directed to the following provisions in Section 1 of the Act which has been criticized by the Forest Service as unduly recognizing state jurisdiction:

Nothing in this act shall be construed in any way to diminish, restrict or impair any right which has been heretofore or may be hereafter initiated under existing law validly affecting the public domain, and which is maintained pursuant to law *except as otherwise expressly provided in this act* . . . nor as limiting or restricting the power or authority of any state *as to matters within its jurisdiction.*

The act itself is an express provision for the establishment and administration of grazing districts and no state statute which should attempt to regulate grazing on the public domain could stand in the face of the underlined exception. It would be unthinkable, however, that anyone should argue that any right initiated under a valid existing law should be cut off.

Nor should any bureau of the Federal government complain that Congress has declared its belief that "nothing in the act should be construed as limiting or restricting the power or authority of any state as to matters within its jurisdiction."

Section 16 of the act is only declaratory of the present law. It adds nothing to the existing authority of the state to maintain police regulations and to legislate for the public health and welfare. The fear that this section constitutes an invasion of the authority of the Federal government is eliminated by the following provision with which the section ends:

Provided, however, that nothing in this section shall be construed as limiting or restricting the power and authority of the United States.

Another provision added in the Senate to which, I understand, some objection has been raised by the Forest Service, reads as follows:

Provided further, That nothing in this Act shall be construed or administered in any way to diminish or impair any right to the possession and use of water for mining, agriculture, manufacturing, or other purposes which has heretofore vested or accrued under existing law or which may be hereafter initiated or acquired and maintained in accordance with law. *So far as consistent with the purposes and provisions of this Act,* grazing privileges recognized and acknowledged shall be adequately safeguarded, but the creation of a grazing district or the issuance of a permit pursuant to the provisions of this Act *shall not create any right, title, interest, or estate in or to the lands.*

Water is, of course, the prime necessity in the arid land states and the Federal government has recognized this fact from the very beginning of Western development (Act of July 26, 1866).[2] Even in the Reclamation Act which became a law through the signature of President Theodore Roosevelt, there is a provision substantially similar to the one here under discussion (U. S. C. Title 43, Section 383).

Indeed, the Federal government has entered into solemn compacts with the Western states which I am sure no one will contend should be broken. In the case of Wyoming, for example, the Federal government, in admitting the state to the Union accepted, ratified and confirmed

the Constitution which had been drafted by the people under express authorization of the Congress. This Constitution, which is binding upon the Federal as well as on the State governments contains the following provision:

The water of all natural streams, springs, lakes or other collections of still water, within the boundaries of the state, are hereby declared to be the property of the state.

No one, therefore, may acquire any right to the use of water except in accordance with State law. No appropriation of water can be made except by securing a permit from the State. The provision of the grazing act above quoted, therefore, could not possibly create any new right that the State does not already have, and certainly could not give to any individual a right not already recognized by State or Federal law.

It is inconceivable to me that there could be any criticism of this provision of the grazing act, for such a criticism would be based upon a complete misconception of the respective rights of the State and Federal governments.

A plea for the veto of the act on the ground that it changes the traditional public land policy of the Federal government and that the lands should now be conveyed to the states would be understandable and defensible, but a suggestion that the President should veto the act upon the ground that it does not sufficiently invade the jurisdiction of the states would be altogether indefensible.[3]

JOSEPH C. O'MAHONEY

[13:OF 633:TS]

[1]An approximate and supplied date.

[2]The Mineral Lands Act of 1866 (14 *Stat.* 251) affirmed existing law and custom with respect to water rights on the public lands.

[3]Senator Key Pittman (Nev.) also wrote to Roosevelt to the same effect on June 19, 1934 (OF 633).

268 SPEECH BY ROOSEVELT, Yale University, New Haven, Connecticut, June 20, 1934

[Excerpt] PRESIDENT ANGELL AND FELLOW ELIS: . . . I go back a great many years in calling on Yale men for help. One of the most pleasant surprises this morning was the statement by the Dean of the School of Forestry that this year's graduates were not present because they were already at work, and I looked down at Gifford Pinchot and smiled and he knew what I meant. Twenty years ago, or, more than that, twenty-two years ago, when I was a youngster in the State Legislature, for some perfectly unknown reason I was made the Chairman of a Committee—I think it was because nobody else wanted the Chairmanship—on Forests, Fish and Game. It was a subject about which I knew very little. I discovered immediately that one of the problems before us was the denudation of the Adirondacks. Timber had been cut there without rhyme or reason or thought and many of the upper slopes were being washed away until only the bare rock appeared. I began to take an interest and I sent a letter to the Chief Forester of the United States, asking him to come to Albany to advise me and the Legislature, and Gifford Pinchot came up there and delivered a professorial lecture. He was one of the first of the brain trusters.[1]

And the thing that sold it to the layman's mind—to the mind of the average member of the

Assembly or the Senate—was not so much what he said as what he showed—photographs of North China, a region once covered with magnificent forests, a region which today is a desert. We passed our legislation and that was the first step towards practical government-supervised forestry so far as I know in the eastern part of the country. It started me on the conservation road. From that time on, in company with a great many other graduates of Yale, we have gone ahead by the slow process of education until today the whole country, I believe, is thoroughly familiar with the purpose of the great national plan for the better use of land and water throughout our continental limits.[2]

[SPEECH FILE:T]

[1]Cf. *ante*, 12.

[2]The text followed in this excerpt is that of the stenographic transcript. The speech was delivered at a luncheon following commencement exercises at Yale University, at which Roosevelt received an honorary degree of doctor of laws. He spoke extemporaneously but the New York *Times* commented (June 21, 1934, p. 1) that "his talk obviously resulted from careful preparation." The speech as a whole (of which about a fourth is here printed) was a defense of the Government's use of trained people irrespective of party.

269 ATTORNEY GENERAL HOMER S. CUMMINGS TO ROOSEVELT

WASHINGTON, D. C., *June 25, 1934*

MY DEAR MR. PRESIDENT: Pursuant to your request, I have reviewed the so-called Taylor Grazing Bill, Enrolled Bill H. R. 6462, which originated in the House of Representatives, passed that body by a large majority, and passed the Senate without objection, I am informed.

It is long and complicated and I shall not trouble you with detail of its extensive provisions. I may say at once that but one constitutional question appears and that is to be found in Section 11, which deals with grazing districts on Indian lands. The case of *Ash Sheep Company* v. *United States*, 252 U. S. 159, holds that the title of the United States to these Indian lands is that of trustee and that the beneficial owners are entitled to the proceeds or usufruct thereof. This question, however, is not serious in this instance, and even if it should be held unconstitutional, which I am not prepared to admit or assert, other provisions or sections would not thereby be affected.

In my opinion, therefore, any refusal by you to sign the Bill may not be on the ground of unconstitutionality. In general, it authorizes the Secretary of the Interior, in his discretion, by order "to establish grazing districts or additions thereto and/or to modify the boundaries thereof, not exceeding in the aggregate an area of 80,000,000 acres of vacant, unappropriated and unreserved lands from any part of the public domain of the United States (exclusive of Alaska), which are not in national forests, national parks and monuments, Indian reservations, revested Oregon and California railroad grant lands or revested Coos Bay Wagon Road grant lands, and which, in his opinion, are chiefly valuable for grazing and raising forage crops," with a provision that "nothing in this Act shall be construed in any way to diminish, restrict or impair any right which has been heretofore or may be hereafter initiated under existing law validly affecting the public lands, etc."

I am informed that 11 of our Western states will be beneficially affected by the Act, and some of them materially so. A delegation of their senators and representatives called on me for the purpose of giving this assurance and pointing out that, while for a long term of years their states and section had insisted that these public lands be ceded by the Government to the several states, they are now satisfied, with practical unanimity, to accept the provisions of

this Act instead, which, in their view, inaugurates a sound policy of conservation and development. Their views appeal to me as substantially justified and I recommend them to your favorable consideration.

On the other hand, the objection may be made that the Act is tantamount to a virtual cession of these lands to the several states in which they are located. This, however, I find to be not only an overstatement, but essentially inaccurate. It is true that states' rights, in respect of the police power, public health and public welfare in and over the area, are fully preserved, as are personal privileges, such as hunting and fishing; but, aside from important exclusions in the area itself, it is equally true that the power and authority of the United States are preserved and are, in fact, to be exercised under the provisions of the Act.

Differences of opinion have also been submitted to me by the Interior Department, to which administration of the Act is largely committed, and the Department of Agriculture, the latter contending that conservation is not the purpose of the Act, that regulation of grazing is only a temporary measure, that the lands are not to be held permanently for that purpose, and that their ultimate disposal by the Government is the main purpose for which they are being held. The Department of Agriculture also raises objections to various administrative features.

On the other hand, the Interior Department is equally confident of the wholesome, public purpose to be served and of the workable administrative provisions of the Act, which the Secretary of the Interior insists present no such difficulties as the Department of Agriculture anticipates. I have carefully considered these conflicting views and have reached the conclusion that the objections raised by the Department of Agriculture are not such as to render the Act invalid.

Enclosed herewith for your convenience is a synopsis of the salient provisions of the Act and of the objections raised thereto. There should be added the statement that such lands as may be set aside for grazing purposes will be withdrawn "from all forms of entry or settlement," but without disturbing the right to hunt or fish or to exercise other existing privileges, and that the area withdrawn is less than one-half of the public domain. My consideration of the Act itself and of the views submitted in reference to it lead me to the conclusion that your approval should not be withheld.

Respectfully,

HOMER CUMMINGS

[Notation: As] H. D. M.[1]

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]Not identified. Every effort has been made to identify initials (other than typists' initials) but it has not always been possible to do so. Hereinafter, in such cases, no editorial comment will be made.

270 ***[Enclosure]***

June 22, 1934

Synopsis of the Salient Provisions of the Grazing Act

Section 1. The Secretary of the Interior is authorized to establish grazing districts on an aggregate area of 80 million acres of vacant, unappropriated, and unreserved public lands. This section provides that the Act shall not diminish, restrict, or impair any right initiated

under existing law affecting public lands and shall not limit, restrict, or impair the authority of any State as to matters within its jurisdiction.

Section 2. The Secretary of the Interior is directed to make provision for the protection, administration, regulation, and improvement of grazing districts. He is also authorized to make rules and regulations to establish service, to enter into agreements to accomplish the purposes of the Act and to regulate occupancy and use, preserve from destruction and unnecessary injury, and provide for the orderly use, improvement, and development of the range. He is also authorized to continue the study of erosion and flood control. Any violation of the act or regulations is punishable by a fine of not more than $500.

Section 3. The Secretary of the Interior is authorized to issue grazing permits to such bona fide settlers, residents, and other stock owners as under his rules are entitled but only to citizens of the United States or those who have declared their intention of becoming such. Preference is to be given those near the grazing district but renewal of permits can not be denied if such denial will impair grazing units which have been pledged as security for loans. The permits are to run for not more than ten years and renewal is in the discretion of the Secretary. The Secretary may specify the numbers of stock and seasons of use. In case of severe drought or period of epidemic, the Secretary is authorized to reduce or refund in whole or in part grazing fees. Grazing permits shall create no right, title, interest, or estate in lands.

Section 4. Fences, wells, reservoirs, and other improvements may be constructed by the authority of the Secretary. Permittees are required to comply with State laws as to cost and maintenance of partition fences.

Section 5. The Secretary may permit free grazing of stock kept for domestic purposes.

Section 6. This Act shall not affect rights of way for all local purposes or mining rights under existing laws.

Section 7. The Secretary of the Interior is authorized in his discretion to classify lands suitable for agricultural purposes but entry may not be made until lands are classified by the Secretary. It is provided that upon the application of any person qualified to make homestead entry the Secretary shall cause agricultural lands to be classified.

Section 8. The Secretary of the Interior is authorized to accept land as a gift on behalf of the United States. When the public interests will be benefited, he is authorized to exchange private land for other land within the grazing districts. He may also make an exchange with a State but no State shall receive land outside of its borders.

Section 9. The Secretary may make rules and regulations for local hearings on appeals from decisions from administration officers similar to those provided for the Land Office.

Section 10. Twenty-five percent of the monies received are made available when appropriated by Congress for expenditure by the Secretary on range improvements. Fifty percent of the said monies are to be paid to the State in which the grazing district is located to be expended as the State legislature may prescribe for the benefit of counties in which the grazing district is located.

Section 11. Twenty-five percent of the money received from grazing districts located on Indian lands ceded to the United States when appropriated by Congress are made available for expenditure by the Secretary for range improvements. Twenty-five percent of the said monies are to be paid to the State to be expended by the legislature on public schools and roads in counties where the grazing district is located. Fifty per cent of the monies received are to be deposited to the credit of the Indians. The applicable public land laws are to

continue in force as to the ceded Indian lands but entry may be made thereon only in the discretion of the Secretary.

Section 12. The Secretary of the Interior is authorized to cooperate with other departments where the same stock grazes part time in National Forests or other reservations.

Section 13. The President is authorized to place in National Forests land lying within watersheds and to place under the Interior Department National Forest lands applicable for grazing. Lands so placed in National Forests shall be subject to National Forest laws. Lands placed under the Interior Department shall be subject to public land laws.

Section 14. The Secretary of the Interior is authorized to sell isolated or disconnected tracts of public lands not to exceed 760 acres by auction. He may also, in his discretion, sell tracts not exceeding 160 acres mountainous land unfit for cultivation whether or not isolated to any person who owns adjacent land.

Section 15. The Secretary of the Interior is authorized to lease isolated tracts of 640 or more acres to contiguous landowners for grazing purposes.

Section 16. This section provides that nothing in the Act shall restrict States from enforcing any statutes enacted for police regulation and that all State laws regarding public health and public welfare shall remain in force. The section further provides that nothing in the Act shall be construed as limiting or restricting the power of the United States.

Congressman Taylor, of Colorado, desires that attention be called to his statement on "the orderly use and preservation of the public range" before the Senate Committee on Public Lands and Surveys, which appears in the Appendix to the *Congressional Record* of June 16, 1934, pages 12,393-12,398.

[13:BUDGET BUREAU ENROLLED BILLS:T]

271 ROOSEVELT TO GOVERNOR FRANK F. MERRIAM, Sacramento, California

WASHINGTON, *June 26, 1934*

MY DEAR GOVERNOR MERRIAM: I have your telegram of June 13[1] urging favorable consideration of the Central Valley water project by the Federal Government through the Public Works Administration.[2]

I appreciate the urgent need for protection and development of the water resources in this region. At the same time, you will on your part understand the tremendous demands now being made on the Public Works fund which has just been appropriated by Congress. The state of that fund and the great mass of pending applications are such that we would not be justified, certainly at this time, in allocating over $150,000,000 to a single project. This decision does not in any way imply a judgment on the merits of the project, but is simply a position which, in fairness to the many other applicants, we are reluctantly forced to assume.

It may be that the Federal Government will be able, at some future time, to undertake the financing of the Central Valley project, but naturally I cannot give you any assurance to that effect.

Very sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 402:CT]

[1]OF 402.

[2]The Central Valley project was designed to control the flow of the San Joaquin and Sacramento rivers and to redistribute their waters and those of their tributaries.

272 THE SECRETARIES OF AGRICULTURE, INTERIOR AND LABOR, AND THE FEDERAL EMERGENCY RELIEF ADMINISTRATOR, TO ROOSEVELT

WASHINGTON, *June 26, 1934*

MY DEAR MR. PRESIDENT: The informal cabinet committee consisting of Secretary Ickes, Secretary Wallace, Secretary Perkins and Administrator Hopkins appointed to prepare a preliminary report on the land and water program met twice and prepared this.

When they met on June 26th, they had before them the proposed Executive Order for a National Resources Board. It was the belief of the committee that the appointment of such a board with the powers indicated at this time would be unfortunate from a number of points of view. Politically such a board would be open to very heavy fire; executively it would find itself in a very difficult situation. It would be in the position of making plans of the most far reaching importance without the responsibility for carrying out these plans.

Every member of this committee which is now reporting has the very highest regard for the members of the National Planning Board and believes that this board has done an extraordinarily good job during the past year and that it could be extremely useful for coordinating and planning purposes.

This committee is prepared to submit to you an alternative plan which we believe is sound. We ask for an immediate conference for this purpose. We do not believe that the proposed Executive Order should be signed.[1]

Respectfully,

HENRY WALLACE
HAROLD ICKES
FRANCES PERKINS
HARRY HOPKINS

Signed by FP with authorization of others.

[13:OF 1092:TS]

[1]The committee met with Roosevelt at the White House the next day.

273 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND HARRY L. HOPKINS, FEDERAL EMERGENCY RELIEF ADMINISTRATOR, TO ROOSEVELT

WASHINGTON, D. C., *June 26, 1934*

DEAR MR. PRESIDENT: In reply to your recent memorandum requesting that something

definite be done in regard to the Wild Life Program,[1] we wish to submit the following information.

On executive order, you allotted $1,000,000 for the purchase of land for this purpose, and these moneys are now being expended. In addition, by agreement today, we have made the following arrangement: To allot $1,500,000 for the acquisition of land for migratory water fowl projects approved by the Bureau of Biological Survey, Department of Agriculture, from the $25,000,000 submarginal land fund of the Federal Surplus Relief Corporation. Also, we have definitely allotted $3,550,000 for the acquisition of land in the drought and Mississippi Flyway area to be used for wild life refuges on projects approved by the Bureau of Biological Survey, Department of Agriculture, from moneys appropriated in the Deficiency Act (H. R. 9830, 73rd Congress, Second Session). It has been further agreed that this last sum shall be taken from that portion of the proposed $50,000,000 for emergency acquisition of submarginal lands which has already been designated for acquisitions.

It has been further agreed that the Federal Emergency Relief Administration will furnish suitable labor and materials for the improvement of migratory water fowl areas. It is definitely understood that these areas will be designated to the State Administrators of Relief as preferred work-projects and that grants will be made to them for labor and materials.

To accomplish the full purposes of the Wild Life Program, it will be necessary to obtain a Public Works Administration allotment for the larger restorations, improvements, and developments of all of the lands purchased. A project has been presented to the Public Works Administration, and we hope that it will meet with your approval.

We are now agreed and it is definitely understood that the entire Wild Life Program will include purchases amounting to $6,050,000, and a Federal Emergency Relief Administration program amounting to several million dollars.

Yours very truly,

H. A. WALLACE
HARRY L. HOPKINS

[13:OF 378:TS]

[1]*Ante,* 264.

274 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *June 26, 1934*

MY DEAR MR. PRESIDENT: By reference of Col. M. H. McIntyre, under date of June 18, 1934, I am in receipt of enrolled bill, H. R. 6462, entitled—"An Act to stop injury to the public grazing lands by preventing overgrazing and soil deterioration, to provide for their orderly use, improvement, and development, to stabilize the livestock industry dependent upon the public range, and for other purposes," with request to be advised as to whether there is any objection to its approval.

The passage of this legislation marks the culmination of years of effort to secure authority from Congress to regulate grazing on the public domain in the interests of national conservation and the livestock industry. Exhaustive hearings were had on this measure before Congressional Committees and, as passed, it represents what is probably the most liberal grazing measure securable at this time.

It should be observed that this bill first passed Congress on the thirteenth of June. Subsequently, after conferring with the Secretary of Agriculture, it was decided that certain undesirable amendments had been added in the Senate. Thereafter the bill was recalled by Congress at the request of this Department and on June 16 the objectionable matter was removed and the bill repassed.

This measure, as finally passed by the Congress, has been most carefully considered and, all things considered, I recommend that it be given your approval.[1]

Sincerely yours,

HAROLD L. ICKES

[Notation: A] Approved 6-28-33

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]Ickes had earlier attempted to interest Roosevelt in coupling the passage of the Taylor bill with the transfer of the Forest Service to the Interior Department. Writing to him on June 2, 1934 (OF 6), he said:

"Members of the Senate also tell me that that body could pass an amendment to the Taylor Grazing Bill transferring the forests here. There is some doubt whether this could be done in the House but there is a respectable body of opinion to the affirmative. My considered judgment is that in the end you will be able to effect with less disturbance the mutual transfers as between this Department and that of Agriculture if Forests are transferred now and it might save the Grazing Bill."

A Senate subcommittee print of the bill, dated May 16, 1934 (OF 633), carried amendments proposed by Senator Ashurst (Ariz.), providing for the transfer of the Forest Service to the Interior Department. See below.

275 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *June 27, 1934*

DEAR MR. PRESIDENT: I recommend that you withhold approval of H. R. 6462, commonly known as the Taylor grazing bill. My reasons for doing so are set forth in the accompanying memorandum signed by Chief Forester F. A. Silcox, with which I am in general accord.

The original draft of H. R. 6462, as approved by the Departments of the Interior and Agriculture was unmistakably a conservation measure giving the executive department adequate authority to stop injury to the 173 million acres of unreserved Federal range lands by providing for their improvement and for their regulated use under Federal control and on terms fair to the stockmen. As finally amended by the Senate and conferees it is now so contradictory in its terms as to make its actual import uncertain. The construction placed upon it by the Solicitor of this Department is that it would confer upon the present users of the range substantial rights to the use of Government range lands, which rights the Secretary of the Interior could neither diminish, restrict, nor impair, regardless of public necessity. I am also advised that the measure in its present form would nullify the rules and regulations of the Government regulating the use of Government land in a grazing district if in conflict with any statute enacted for police regulation or any law "that may hereafter be enacted as regards public health or public welfare." The conferees' amendment did not remedy this defect. The abrogation of Federal authority still goes as far as the powers of Congress permit under the Constitution.

I regret that I cannot advise you to sign this measure hoping that its defects may be corrected by another Congress. This would be dangerous in the extreme. Rights once vested by its approval would be beyond recall. Nor is it reasonable to expect that those who insisted against the Federal Government being empowered to control its own lands would withdraw from this position if still further entrenched in that position by a law to which you have given approval. Approval is doubly difficult because the ambiguity of the measure makes it impossible to say with reasonable approximation just what such approval actually authorizes until it has been passed upon by the Supreme Court. An empire of 173 million acres should not be disposed of in language of doubtful meaning. It should be conserved by a law expressed in direct, specific, and unequivocal terms. This is not a measure of that kind.

I have explored this measure thoroughly with the Secretary of the Interior both as to its legal and administrative effect. The net result of our several conferences has been that the legal staffs of the two Departments place entirely different constructions on the Act, and Secretary Ickes has asked the Attorney General for his opinion. This fact in itself is evidence of the measure's obscurity and danger. It is certain that the Western group who conceived the measure will, if it is approved, contend that it means exactly what the Solicitor of the Department of Agriculture believes it means, i. e., that it gives the stockmen grazing rights under State jurisdiction exactly as they have always planned.

Sincerely yours,

H. A. WALLACE

[13:BUDGET BUREAU ENROLLED BILLS:TS]

276 *[Enclosure]* FERDINAND A. SILCOX, FORESTER, FOREST SERVICE, TO HENRY A. WALLACE

WASHINGTON, *June 21, 1934*

DEAR MR. SECRETARY: I recommend that you request the President to withhold his approval of House Bill 6462, commonly known as "The Taylor Grazing Bill," for the following reasons:

1. It is not now a conservation measure as originally designed. Instead it is a distribution measure, with the policy of ultimate distribution openly stated in the first sentence in the words "pending its final disposal." As approved by the Department in its original form it was a conservation measure in that it gave the Secretary of the Interior authority to place in grazing districts any unreserved Government grazing lands, together with authority to regulate and control their use.

2. The bill grants permanent and inalienable rights to the present users of the range, conferring upon them substantial property rights which the Secretary of the Interior could neither diminish, restrict, nor impair, irrespective of public necessity. In its original form, as approved by the Department, the lands were not burdened by any such servitude, although the Secretary was given wide discretion in his authority to distribute range privileges upon such an equitable basis as in his judgment would be in the public interest.

3. The measure, instead of asserting Federal control, actually abdicates Federal control over these lands in favor of the States so far as such abdication is within the constitutional powers of Congress. The original McCarran amendment grants full jurisdiction to the State laws and correspondingly limits the authority of the Secretary. The amendment to this section merely expresses the constitutional limitation which Congress could not exceed.[1] This is made clear

in the formal opinion of the Solicitor of the Department of Agriculture submitted to you June 14, 1934.

4. To avoid the inexorable and cancerous-like growth and establishment of a great interior desert our semiarid lands must be placed under strong, farsighted control, full rather than limited, and directed to objectives more far-reaching both in time and influence than the mere liquidation of existing temporary values, such as govern individual use. This measure limits even its phantom Federal control to 80 million acres, thereby definitely dedicating the remaining 93 million acres of open public lands to the avowed policy of "ultimate disposal."[2]

5. This proposed "ultimate disposal" would be tremendously speeded up by this measure through the instrumentality of Section 14, which would amend the present isolated tract law which now empowers the Secretary of the Interior to sell not to exceed 320 acres of isolated land at a price of not less than $1.25 an acre, with a minimum of $2.50 an acre for lands lying within the primary limits of railroad grants. This measure raises the limit to 760 acres, abrogates the existing minimum price, and provides for sale at auction at not less than the appraised value. It also provides that the owner of contiguous land shall have a preference right to buy the offered land at the highest price bid, and in no case shall be required to pay in excess of three times the appraised price. Although such sales are not made mandatory but merely "lawful" and when, in the judgment of the Secretary, "it would be proper," it is certain that the Department would be under constant and insistent pressure from the owners of great railroad land grants to enable them to block up their checkerboard holdings by acquiring the intervening even-numbered sections. It would be futile for a prospective settler or homesteader to attempt to acquire lands within the limits of such a grant if desired by the railroad company, which, as the owner of "contiguous land," would have a preference right to demand title to the land upon offering to pay the same price the settler had offered, with the special protection of being assured that the railroad company, regardless of the price bid, need not pay in excess of three times the appraised value. The general and liberal application of the provisions of this section would not be out of which the Secretary of the Interior could neither diminish, restrict, nor could the Department be justly criticized for doing what Congress has declared to be "lawful." This section was not in the bill when it went to the Senate Public Lands Committee and so far as I know was not submitted to either Department. Its provisions would be much safer if the special consideration to the owner of contiguous land was left discretionary with the Secretary instead of being made mandatory.

6. The purposes of the bill in its original form and in which it received the approval of the Department of Agriculture was to stop injury to the range and restore its productivity, regulated use, and necessary improvements. From a financial standpoint this has been largely lost sight of in order to make it a vehicle for obtaining local revenue from the Federal Treasury. The measure provides that 50% of the gross receipts shall at the end of each fiscal year be paid over to the counties within which the district is located. This is a departure from the long-established rule of the payment of 25%, applicable to the National Forests, and is certain to result in drives to transfer lands from National Forests to grazing districts, not only for the purpose of doubling the local receipts, but in addition to securing property rights in their range and freedom from control under lax State laws.

7. It is needless for me to elaborate on the undesirability of Section 16 either in its original form or as amended by the conferees. From a legal standpoint this is covered thoroughly in the Solicitor's opinion. I do, however, wish to emphasize the danger of this amendment from an administrative and conservation standpoint. It would establish a precedent leading to the ultimate disintegration of all our conservation policies and measures which, in order to be effective, have necessarily been made nation-wide so far as possible, with the authority of the Federal Government dominant not only as to National Forests but also as to Federal water powers and mineral oils and fertilizers. In short, this measure would tend to undermine what

is now a reasonably substantial structure of publicly owned natural resources.

8. The measure is objectionable as a whole because it abdicates Federal control and would perpetuate the existing deplorable conditions. From the date of its admission into the Union each State has had authority to regulate the use of public lands for grazing purposes, in the absence of the enactment of any regulatory law by the Federal Government. Had the States exercised that authority fairly, effectively and intelligently, it would have been unnecessary for Congress to consider the passage of a measure to place the lands under Federal control. The past lack of administration has resulted in the permanent injury of millions of acres of the lands under consideration and has reduced their carrying capacity by at least two-thirds. Already a great interior desert is in the making; the warning has been written in the heavens; the pall of dust has been carried by the winds clear across the continent as though it were Nature's signal to the nation that something is happening to its lands. The approval of this bill would sanction and authorize the continuance of that "something" and assure the ultimate creation of a new Arabia in the United States.

9. The President in his message to Congress on June 8 stated that the extent and usefulness of our great natural inheritance of land and water depends on our mastery of it. Such mastery will, at best, be difficult; will present a tremendous problem of regeneration or reclamation, of adjusting diverse and conflicting interests. If the Taylor bill becomes a law, these difficulties will be multiplied in their relation to the western States. New equities will legally be established, new State powers created, new obstacles will arise to defeat or retard the program which the President is to propose. May I suggest that nothing will be lost, but much may be gained, if the proposed change in the status of the public lands is deferred until the program the President has in contemplation has assumed definite form and the consequences of legislative action such as that embodied in the Taylor bill can be determined with greater certainty and assurance than is at this stage possible.

10. The suggestion has been made that if this bill is approved the objectionable features may be promptly corrected when Congress reconvenes in January. Approval upon such basis would be dangerous in the extreme. This is evidenced by past experience, particularly in the Oregon land grant case. The Act of July 13, 1926 (34 *Stat.* 951), was signed with the understanding that it would be promptly amended when Congress reconvened. The promise has never been kept. Furthermore, in this particular case, it is unreasonable to believe that Senator McCarran, who insisted upon its amendment, supported by other Members, would be less insistent if once entrenched in his position by an actual law having the President's approval.

11. This is not a measure that can be accepted temporarily in unsuitable form which Congress may remedy at some future time. On the contrary, once the Federal Government waives its jurisdiction over the control of its land property in favor of "all laws heretofore enacted by the respective States or any thereof, or that may hereafter be enacted as regards public health or public welfare" no part of the jurisdiction thus waived could ever be recovered without a bitterly fought contest. Furthermore, should this measure be approved and the Supreme Court hold as the Solicitor of the Department of Agriculture contends, that it gives to the stockmen who are using public range lands in grazing districts rights which the Secretary of the Interior can neither restrict, diminish, nor impair, such rights will then have vested and will be beyond the power of Congress to recall. Once vested in either individual or corporate ownership such rights become private property which, under our Constitution, can be taken for public purposes only by purchase or condemnation and upon payment of adequate compensation. Even though the powers now withheld from the Secretary might later be granted by Congress this grant would not be retroactive as to rights already vested.

12. No matter what may be the outcome of the Attorney General's study in this measure, its

rejection by the President is necessary because of its contradictory terms which, at the best, make its actual import uncertain. The very fact that the legal staff of two great Departments place upon it totally different and contradictory constructions is of itself incontestably proof of the ambiguity of its terms. The President should not be asked or expected to approve in ambiguous terms that which he would disapprove if stated openly. This measure, as introduced in Congress and as approved by the President in his letter to the Chairman of the Public Lands Committee,[2] provided for the conservation of the remaining public domain range lands by the Secretary of the Interior and vested him with full authority to that end. Intimations that the measure would not receive Executive approval unless Senate amendments granting inalienable rights to present users of the range and perpetuating State control over the nation's range lands were stricken from the bill resulted in its eleventh hour recall and the appointment of conferees. It is understood that Senator McCarran contended that his amendment (Section 16) must stay in the Act or there would be no law. The result was minor changes of wording acceptable to the proponents of the two objectionable points. Only by a very strained and technical interpretation can it be contended that the objections have been met. Having received a friendly warning on these two points, which could easily have been covered by clear and unequivocal language had their proponents been willing to do so, the trifling changes which were made indicate a purpose to yield only so far as may be done in form without actually jeopardizing victory in court. Even though the court might possibly give the construction desired by the President, it would be dangerous for him to approve it since it is also possible—indeed probable—that it would be given a contrary construction, in which event instead of approving a measure giving the Secretary of the Interior authority to regulate and preserve the range for the general good, he would in fact have unwittingly given approval to a measure sanctioning State control of Federal range lands for the benefit of the present users and giving them substantially perpetual rights which the Secretary of the Interior could neither diminish, restrict nor impair. An empire of 173,000,000 acres should not be finally dealt with in such dubious and doubtful terms. Its future disposition should be protected by language direct, specific, and unequivocal.

Sincerely yours,

F. A. SILCOX

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]The original McCarran amendment read: "Nothing in this act shall be construed as restricting the respective States from enforcing any and all statutes enacted for police regulation, nor shall the police power of the respective States be, by this bill, impaired or restricted, and all laws heretofore enacted by the respective States or any thereof, or that may hereafter be enacted as regards public health or public welfare, shall at all times be in full force and effect" *(Cong. Rec.,* 73d Cong., 2d sess., 78: 10, 11162). This proving inacceptable to the House, the conference committee proposed and the Senate and House accepted the following proviso: *"Provided however,* That nothing in this section shall be construed as limiting or constricting the power and authority of the United States" *(ibid.,* 78:11, 12004).

[2]*Ante,* 238.

277 STATEMENT BY ROOSEVELT ON SIGNING THE TAYLOR GRAZING ACT

WASHINGTON *[June 28, 1934]*

Statement *in re* Enrolled Bill 6462

The passage of this act marks the culmination of years of effort to obtain from Congress express authority for Federal regulation of grazing on the public domain in the interests of National conservation and of the livestock industry.

It authorizes the Secretary of the Interior to provide for the protection, orderly use, and regulation of the public ranges, and to create grazing districts with an aggregate area of not more than 80 million acres. It confers broad powers on the Secretary of the Interior to do all things necessary for the preservation of these ranges, including, amongst other powers, the right to specify from time to time the number of livestock which may graze within such districts and the seasons when they shall be permitted to do so. The authority to exercise these powers is carefully safeguarded against impairment by State or local action. Creation of a grazing district by the Secretary of the Interior and promulgation of rules and regulations respecting it will supersede State regulation of grazing on that part of the public domain included within such district.

Water development, soil erosion work, and the general improvement of such lands are provided for in the act.

Local residents, settlers and owners of land and water who have been using the public range in the past are given a preference by the terms of the act to the use of lands within such districts when placed under Federal regulation so long as they comply with the rules and regulations of the Secretary of the Interior. The act permits private persons owning lands within a district to make exchanges for Federally owned land outside a grazing district if and when the Secretary of the Interior finds it to be in the best public interests.

The Federal Government, by enacting this law, has taken a great forward step in the interests of conservation, which will prove of benefit not only to those engaged in the livestock industry but also to the Nation as a whole.[1]

FRANKLIN D. ROOSEVELT

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]An attached memorandum, Ickes to Roosevelt, undated, reads, "This is a retype of a copy approved by Homer Cummings and myself." The statement here printed was issued as a press release on June 28, 1934. For the administration of the act, see the *Annual Reports* of the Secretary of the Interior.

278 ROOSEVELT TO SENATOR JAMES P. POPE OF IDAHO

[WASHINGTON, *June 29, 1934]*[1]

MY DEAR SENATOR: I have received your letter of June 7 bringing to my attention the need of making a survey of the water resources of the entire West.[2] The suggestions contained in your letter are appreciated and will be helpful to me in working out the water conservation program which is now under consideration.

You are probably aware of the reports that have been made by the Chief of Engineers, United States Army, under the provisions of House Document No. 308, 69th Congress, outlining a general plan for the improvement of the rivers of the United States for the purposes of navigation, water power, control of floods, and the needs for irrigation. In addition to these reports the Secretary of the Interior is making surveys and investigations, and will soon be ready to submit a report on a comprehensive scheme of control, improvement, and utilization of the water of the Colorado River and its tributaries. The need of a comprehensive water policy was brought to the attention of the Congress in my message laid before the Senate on June 4. As stated therein, the message and accompanying documents should be regarded as a preliminary study and, between now and the assembling of the next Congress, the questions would be given further consideration, which is in accord with your suggestions.

I fully appreciate the necessity of taking prompt steps to relieve the acute water shortage which exists not only in Idaho but throughout much of the central and western sections of the country. I am advised by the Secretary of the Interior that investigations are still in progress to locate a reservoir site on the North Fork of the Snake River in Idaho; and that the question of the Salmon River diversion is to receive further consideration with a view to determining definitely the feasibility of this project, with a more careful estimate of its cost, and the quantity of water that can be diverted into the Snake River Valley.[3]

Assuring you that these important problems will continue to receive my closest attention, I remain,

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] Filed June 29, 1934

[13:OF 402:CT]

[1]In the absence of a date, the filing date has been used.

[2]Senator Pope said that the irrigation-based economic life of the West was being threatened by a new problem: a changing climate, denudation of watersheds by the cutting of forests and grazing, and the breaking down of natural water storage by soil erosion. He believed that a survey of water resources would guarantee the coordination of future irrigation projects (OF 402).

[3]Drafted by the Interior Department.

279 ROOSEVELT TO GOVERNOR ALF M. LANDON, Topeka, Kansas

WASHINGTON, *June 30, 1934*

MY DEAR GOVERNOR LANDON: Since you wrote me your good letter of June 2 concerning the planning of watersheds in Kansas and adjoining states,[1] I have sent two brief messages to the Congress on this subject.[2] You have doubtless seen them but I am enclosing copies in case you have not.

In the message of June 7th[3] I stated that "when the next Congress convenes I hope to be able to present to it a carefully considered national plan, covering the development and the human use of our natural resources of land and water over a longer period of years." In the preparation of that program we will need the active cooperation and special views of the Governors and state planning boards of the several states.

I understand that the National Planning Board of the Public Works Administration is already assisting the state planning boards through assignment of consultants and has also set up Planning Districts and District Chairmen for the handling of planning efforts by groups of states having common problems. If the new work on water resource planning later requires additional help to these state agencies it can, presumably, be provided in the same way. Through the Public Works Administration a Mississippi Valley Committee has also been at work on the kind of problem you have in mind.

By all this you will see that I greatly appreciate your suggestions and hope to arrange for the

greatest possible cooperation between the Federal and State authorities.

Very sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 114:CT]

[1]Outlining a program of water conservation and flood control for the Kansas and Arkansas watersheds (OF 114).

[2]June 4 and 8, 1934, *ante*, 254, 259.

[3]June 8 is meant.

280 ATTORNEY GENERAL HOMER S. CUMMINGS TO ROOSEVELT

WASHINGTON, D. C., *June 30, 1934*

MY DEAR MR. PRESIDENT: I am herewith transmitting direct to you, in order to secure the necessary expedition of the matter, a revised draft of a proposed Executive Order submitted to me by the Secretary of the Interior this date.

The proposed Executive Order creates the Quetico-Superior Committee, the function of which is to consult and advise the various Federal Departments and agencies and the State of Minnesota in the furtherance of the program of the Quetico-Superior Council for the establishment of a wilderness sanctuary in the Rainy Lake and Pigeon River Water-Sheds. This program has been endorsed by numerous Organizations interested in the preservation of wild life and the conservation of the few remaining tracts of wilderness in the United States.

The issuance of the proposed order is not authorized under any specific statute, but it is believed that you are authorized to issue the proposed order under your broad general powers as Chief Executive. In any event the issuance of the proposed order is not prohibited in any way, and it would seem to be clearly in the public interest. It is also consonant with the policy of the Government, as exemplified in various acts of Congress, to conserve the natural resources of the country and to preserve its natural beauties.

The draft of the order submitted by the Secretary of the Interior has been revised only as to form, and the revised draft has my approval as to form and legality.[1]

Respectfully,

HOMER CUMMINGS

[13:OF 1119:TS]

[1]Issued as Executive Order 6783 on June 30, 1934. Appointed to the committee were E. C. Oberholtzer, chairman, S. T. Tyng, C. S. Kelly, Robert Marshall (for the Interior Department), and E. W. Tinker (for the Agriculture Department). The Quetico-Superior area is comprised of the Quetico Provincial Park, established by Canada in 1909, and the Superior National Forest. Conservationists interested themselves in the unique wilderness character of the region and in 1930 the Shipstead-Nolan Act placed restrictions on logging operations within it. In 1933 Minnesota made this act applicable to its lands within the area.

281 WHITE HOUSE STATEMENT ON THE CREATION OF THE NATIONAL

RESOURCES BOARD, July 3, 1934

In order to grapple on a national scale with the problem of the millions of farm families now attempting unsuccessfully to wrest a living from worn-out, eroded lands, the President today issued an Executive Order creating the National Resources Board.[1] The Board will study and plan for the better utilization of the land, water, and other national resources of the country.

The personnel of the Board includes the Secretary of the Interior, chairman; the Secretary of War, the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, the Federal Emergency Relief Administrator, Mr. Frederic A. Delano, Mr. Charles E. Merriam,[2] and Mr. Wesley C. Mitchell.[3] The last three named also constitute an Advisory Committee, of which Mr. Delano is chairman. The order at the same time abolished the National Planning Board, transferring its personnel, duties and records to the new organization. The relationships with State planning agencies heretofore established by the National Planning Board will be continued and developed by the new National Resources Board. The order provided for a Technical Committee as well, with no fixed personnel or tenure.

The Board will prepare a program and plan of procedure to be submitted to the President dealing with all aspects of the problem of development and use of land, water and other national resources, in their physical, social, governmental and economic aspects.

A report on land and water use is called for in the order, to be submitted before December 1, 1934. The program and plan will include coordination of projects of Federal, State and local governments, defining the division of responsibility and costs among the various governmental authorities.

The new Board which will coordinate the diverse efforts of several government agencies in attacking the problems, supersedes the Committee on National Land Problems, which is abolished by today's order.

As an example of the major problems facing the new Board, there is the imperative need of saving those lands of the country now being rapidly turned into virtual deserts through wind and water erosion, and the relocation of those who are trying to wrest a living from this rapidly deteriorating land. Such lands include the flat prairie lands of the west where drought and wind combine to carry away the remaining fertile top-soil, and hill land where, after land has been cleared, rain has washed the formerly fertile hillsides clean of productive soil, with consequent gullying and virtual ruin of the land for productive purposes. Such lands can be saved by returning them to forest, or utilizing them for grazing rather than attempting to raise clean-tilled crops, which induce rapid erosion.

Coupled with this problem, of course, is that of relocating those farmers and their families on better land, where their efforts will bring them a better living and more certain economic security.

The program will be prepared with more in mind than better land utilization. It will give consideration to the better balancing of agricultural production and the solution of human problems in land use. It will aim to point the way to correction of the misuse of land and water resources, thereby improving the standards of living of millions of impoverished families.

Many agencies of the Federal government will cooperate in this broad program, including the following:

Interior Department: National Park Service, Office of Indian Affairs, the General Land

Office, the Bureau of Reclamation, the Geological Survey, the Subsistence Homesteads Division, and the Soil Erosion Service.

Department of Agriculture: Bureau of Agricultural Economics, the Forest Service, the Agricultural Adjustment Administration, the Farm Credit Administration, the Bureau of Chemistry and Soils, the Biological Survey, the Bureau of Agricultural Engineering, and the Extension Service.

Relief: The Federal Emergency Relief Administration and the Federal Surplus Relief Corporation.

In matters affecting navigable waters, the War Department will co-operate with the National Resources Board. Likewise, the Bureau of Fisheries of the Department of Commerce will cooperate in matters affecting that national resource.

For Release Tuesday Morning Papers—July 3, 1934, M. H. McIntyre, Assistant Secretary to the President

[W. H. PRESS RELEASES:M]

[1]Executive Order 6777, June 30, 1934 (printed in Rosenman, ed., *Public Papers*, III, 335-336). A draft of the order and an opinion concerning it by Attorney General Cummings, June 28, 1934, were sent by Ickes to Roosevelt with a letter of June 28, 1934 (OF 1092). An undated note accompanying the draft executive order, Paula Tully to McIntyre and Forster, reads: "The President says that there is a very good story in this Executive Order and he suggests it be held for release for the Tuesday morning papers." Roosevelt asked for a permanent planning board in his message to Congress of Jan. 24, 1935, *post*, 310.

[2]Merriam (1874-1953), chairman of the Political Science Department of the University of Chicago, was later appointed by Roosevelt to the President's Committee on Administrative Management.

[3]Mitchell (1874-1948), an economist, was director of research for the National Bureau of Economic Research, 1920-45.

282 MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT, TO ROOSEVELT, on Board the U. S. S. *Houston*

WASHINGTON, *July 18, 1934*

[Radiogram] Wallace sends following: "Silcox tells me it is necessary to move in next three weeks if we are to start the necessary nurseries for the western shelter belt. Would appreciate being advised if and when you have signed the Executive Order which has already cleared the Director of Budget, Attorney General and Secretary of State." Executive Order still disapproved by Douglas.[1]

M. H. MCINTYRE

[13:OF I—C:CT]

[1]Executive Order 6793, signed July 11, 1934, allocated $15,000,000 from funds appropriated by the Emergency Appropriation Act of June 19, 1934, "for the planting of forest protection strips in the Plains Region as a means of ameliorating drought conditions." The President was at this time on board the U. S. S. *Houston* on a vacation trip which took him from Washington (July 1) to Honolulu (July 26) to Portland, Oregon (August 2). He arrived in Washington on August 10.

283 ROOSEVELT TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT, Washington

U. S. S. "HOUSTON," *July 20, 1934*

[Radiogram] Put shelter belt order through but tell Wallace to try to cut actual expenditures to ten millions.

ROOSEVELT

[13:OF I—C:T]

284 MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT, TO RUDOLPH FORSTER, EXECUTIVE CLERK, WHITE HOUSE OFFICE

WASHINGTON, *July 20, 1934*

Navy Code

MEMORANDUM FOR FORSTER, U. S. S. *Houston:* Shelter belt order sent to Panama. Signed by President with understanding that we would check again with Budget. This has been done and Douglas still disapproves. In view of Wallace's message sent on eighteenth shall we put order through or hold until President's return? Order allocates fifteen million from the five hundred twenty-five million relief appropriation for stricken agriculture areas to the Secretary of Agriculture for the planting of forest protective strips in the Plains region as a means of ameliorating drought conditions.

M.H.M.

[13:OF I—C:CT]

285 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON *[July 31, 1934]*[1]

DEAR MR. PRESIDENT: The following is a brief statement of the needs of the wildlife refuge program:

1. The desired area for the migratory waterfowl program which will insure perpetuation of the birds is conservatively put at 7,500,000 acres.

2. To date we have acquired or have obligated money for 1,800,850 acres.

3. We immediately need an additional 73 units containing 1,415,000 acres as the minimum requirement for breeding grounds, resting places along the flyways and for wintering grounds.

4. With control of the units acquired and being acquired and those immediately needed, further additions can be made more gradually to provide the total acreage necessary but we need the minimum number of units mentioned above and located on the map submitted to you.

5. With the big game ranges now being set aside in the west we will soon be in a good

position to care for all western species on national refuges except grizzly bear, mountain goats, marten and fisher. We are trying to evolve a program for these species.

6. In order to care for eastern species in the same way we need a tract in Maine, one in Dismal Swamp in Virginia, and an area in northern Vermont, New Hampshire or New York.

7. The Singer tract (80,000 acres) in Louisiana should be purchased immediately to save the small colony of ivory-billed woodpeckers found there. It also would be valuable for waterfowl, deer and wolves.

8. About 20,000 acres of Santee River bottoms in South Carolina should be purchased immediately. It contains the finest and purest stock of wild turkeys in southeastern United States, a small colony of ivory-billed woodpeckers, and within the last few weeks the existence in this tract of a small colony of Carolina paraquets has been confirmed. This species has been presumed to be extinct for over thirty years. Here is an opportunity to save and restore this striking bird. The area is also an excellent general wildlife refuge.

9. The total cost of the immediate program would be $25,000,000.

10. It will insure the perpetuation of migratory waterfowl and provide refuge units in the native habitat of practically all the major species of American mammals and birds.

11. It should be completed during this administration which has already done so much for wildlife. So far as the ivory-billed woodpecker and the Carolina paraquet are concerned, it is the last chance, and the waterfowl program is also an immediate necessity.

Respectfully,

H. A. WALLACE

[13:OF I—C:TS]

[1]A supplied and approximate date.

286 SPEECH BY ROOSEVELT, Two Medicine Chalet, Glacier National Park, August 5, 1934

I have been back on the soil of the continental United States for three days after most interesting visits to our fellow Americans in Puerto Rico, the Virgin Islands, the Canal Zone and the Territory of Hawaii. I return with the conviction that their problems are essentially similar to those of us who live on the mainland and, furthermore, that they are enthusiastically doing their part to improve their conditions of life and thereby the conditions of life of all Americans.

On Friday and Saturday I had the opportunity of seeing the actual construction work under way in the first two national projects for the development of the Columbia River Basin. At Bonneville, Oregon, a great dam, 140 miles inland, at the last place where the river leaps down over rapids to sea level, will provide not only a large development of cheap power but also will enable vessels to proceed another seventy or eighty miles into the interior of the country.

At Grand Coulee, in north central Washington, an even greater dam will regulate the flow of the Columbia River, developing power and, in the future, will open up a large tract of parched land for the benefit of this and future generations. Many families in the days to

come, I am confident, will thank us of this generation for providing small farms on which they will at least be able to make an honest and honorable livelihood.

Today, for the first time in my life, I have seen Glacier Park. Perhaps I can best express to you my thrill and delight by saying that I wish every American, old and young, could have been with me today. The great mountains, the glaciers, the lakes and the trees make me long to stay here for all the rest of the summer.

Comparisons are generally objectionable and yet it is not unkind to say from the standpoint of scenery alone that if many and indeed most of our American national parks were to be set down anywhere on the continent of Europe thousands of Americans would journey all the way across the ocean in order to see their beauties.

There is nothing so American as our national parks. The scenery and wild life are native and the fundamental idea behind the parks is native. It is, in brief, that the country belongs to the people; that what it is and what it is in the process of making is for the enrichment of the lives of all of us. Thus the parks stand as the outward symbol of this great human principle.

It was on a famous night, sixty-four years ago, that a group of men who had been exploring the Yellowstone country gathered about a camp fire to discuss what could be done with that wonderland of beauty. It is said that one of the party, a lawyer from the State of Montana, Cornelius Hedges, advanced the idea that the region might be preserved for all time as a national park for the benefit of all the people of the Nation. As a result of that suggestion, Yellowstone National Park was established in 1872 by Act of Congress as a "pleasuring ground" for the people. I like that phrase because, in the years that have followed, our great series of parks in every part of the Union have become indeed a "pleasuring ground" for millions of Americans.

My old friend, Franklin K. Lane, Secretary of the Interior in the Wilson Administration, well described the policies governing the national park administration when he said:

> The policy to which the Service will adhere is based on three broad principles: First, that the national parks must be maintained in absolutely unimpaired form for the use of future generations as well as those of our own time; second, that they are set apart for the use, observation, health and pleasure of the people; and, third, that the national interest must dictate all decisions affecting public or private enterprise in the parks.

The present National Park Service stands as an example of efficient and far-seeing governmental administration and to its former duties I added last year by transferring from other departments many other parks, battlefield sites, memorials and national monuments. This concentration of responsibility has thus made it possible to embark on a permanent park policy as a great recreational and educational project—one which no other country in the world has ever undertaken in such a broad way for protection of its natural and historic treasures and for the enjoyment of them by vast numbers of people.

Today I have seen some of the work of the Civilian Conservation Corps boys in this northwestern country. Of the three hundred thousand young men in these camps, 75,000 are at work in our national parks. Here, under trained leadership, we are helping these men to help themselves and their families and at the same time we are making the parks more available and more useful for the average citizen. Hundreds of miles of firebreaks have been built, fire hazards have been reduced on great tracts of timberland, thousands of miles of roadside have been cleared, 2,500 miles of trails have been constructed and 10,000 acres have been reforested. Other tens of thousands of acres have been treated for tree disease and soil erosion. This is but another example of our efforts to build, not for today alone but for tomorrow as well.[1]

We should remember that the development of our national park system over a period of many years has not been a simple bed of roses. As is the case in the long fight for the preservation of national forests and water power and mineral deposits and other national possessions, it has been a long and fierce fight against many private interests which were entrenched in political and economic power. So, too, it has been a constant struggle to protect the public interest once cleared from private exploitation at the hands of the selfish few.

It took a bitter struggle to teach the country at large that our national resources are not inexhaustible and that, when public domain is stolen, a two-fold injury is done, for it is a theft of the treasure of the present and at the same time bars the road of opportunity to the future.

We have won the greater part of the fight to obtain and to retain these great public park properties for the benefit of the public. We are at the threshold of even more important a battle to save our resources of agriculture and industry against the selfishness of individuals.

The Secretary of the Interior in 1933 announced that this year of 1934 was to be emphasized as "National Parks Year." I am glad to say that there has been a magnificent response and that the number visiting our national parks has shown a splendid increase. But I decided today that every year ought to be "National Parks Year."[2] That is why, with all the earnestness at my command, I express to you the hope that each and every one of you who can possibly find the means and opportunity for so doing will visit our national parks and use them as they are intended to be used. They are not for the rich alone. Camping is free, the sanitation is excellent. You will find them in every part of the Union. You will find glorious scenery of every character; you will find every climate; you will perform the double function of enjoying much and learning much.

We are definitely in an era of building, the best kind of building—the building of great public projects for the benefit of the public and with the definite objective of building human happiness.

I believe, too, that we are building a better comprehension of our national needs. People understand, as never before, the splendid public purpose that underlies the development of great power sites, the improving of navigation, the prevention of floods and of the erosion of our agricultural fields, the prevention of forest fires, the diversification of farming and the distribution of industry. We know, more and more, that the East has a stake in the West and the West has a stake in the East, that the Nation must and shall be considered as a whole and not as an aggregation of disjointed groups.

May we come better to know every part of our great heritage in the days to come.[2]

[SPEECH FILE:T]

[1]The CCC camps in Glacier National Park were established in the summer of 1933. Their work included the clearing of burned-over lands, the clearing of flowage areas around Sherburne Lake and other lakes, roadside clearing, landscaping and trail building (Guy D. McKinney to Early, July 27, 1934, OF 268).

[2]This speech was based in part on an Interior Department memorandum, "The National Park Service of the United States," sent by Ickes to Early with a note of June 25, 1934 (OF 6—P), and a draft initialed by Raymond Moley (Speech File). The text here printed is that of the reading copy. (Another copy of this speech is in the file of stenographic transcripts of speeches. This "stenographic copy" is, however, identical with the reading copy and the introductory greetings almost invariably addressed by Roosevelt to his hosts and audience are lacking, circumstances that suggest that it is actually the prepared text.)

287 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C. *[August 17, 1934]*[1]

DEAR MR. PRESIDENT: Referring to our conversation about the shelter belt project, I have talked with the Comptroller General, and enclose herewith a draft of a proposed letter for your signature to the Secretary of the Treasury which the Comptroller General has informally approved.[2] The allocation of $1,000,000 as therein proposed would enable us to proceed with the detailed work of planning, surveying, development of adaptable species, planting under cooperative agreements, lease agreements, etc., nursery development, and for similar purposes. Also I understand that essential parcels of land, if the need therefor develops in isolated cases, may be purchased, but that such purchases should be limited to cases of extreme necessity. Under this plan the matter of additional finances can be taken up from time to time as the work progresses and the Executive Order No. 6766 would remain in its present status for the present.

Unusual public notice has been given to the shelter belt project. It has aroused nation-wide interest and our men are already in the field working on organization and like matters so that the need for immediate funds is now critical if we are to avoid serious embarassment.

Respectfully,

H. A. WALLACE

[13:OF I—C:TS]

[1]A supplied and an approximate date.

[2]The draft was sent as the letter following. The reduction in the allocation from $15,000,000 (see *ante,* 282), was owing to a ruling by Comptroller General McCarl which barred the use of the larger amount for the Shelterbelt on the ground that the project was not a direct and immediate relief measure, and that Congress should have opportunity to pass on the merits of the proposal.

288 ROOSEVELT TO HENRY MORGENTHAU, JR., SECRETARY OF THE TREASURY

[WASHINGTON] *August 17, 1934*

MY DEAR MR. SECRETARY: With a view to providing relief in stricken agricultural areas through encouraging and assisting in a systematic planting and growth of trees, shrubs, plants, et cetera, and to secure varieties adapted to such localities and conditions, there is hereby allocated to the Secretary of Agriculture from the appropriation of $525,000,000 made for Emergency Relief by Title II of the Act approved June 19, 1934, $1,000,000. You are requested to take action accordingly, the Secretary of Agriculture to be advised when the transfer of funds has been effected.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

EAK

[13:OF I—C:CT]

289 ROOSEVELT TO ROBERT U. JOHNSON, New Milford, Connecticut

[WASHINGTON] *August 24, 1934*

MY DEAR MR. AMBASSADOR: It is good to have your letter.[1] The continuous reservation from Maine to Georgia along the line of the Appalachian is rapidly taking form. You will be pleased to know that this year we are buying twenty million dollars worth of additional land —a large part of it being in the Eastern area.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 1742:CT]

[1]Aug. 16, 1934 (PPF 1742), urging that his suggestion of "a continuous Appalachian reservation from Canada to Georgia" now be used. Johnson (at this time director of the New York University Hall of Fame) added: "This might include the proposed Green Mountain National Park in which Colonel William J. Wilgus, our fellow member of the Century Club, has a deep and patriotic interest."

290 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *August 25, 1934*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: What is the present status of the land acquisition policy about which we have so often talked?

I enclose the last word I have on it—the Director of the Budget's reply to Tugwell's plan of last March.[1]

Is an inter-departmental committee working on it?

If not, I suggest a committee from Agriculture (as such), Forestry, A. A. A., soil erosion, public lands and F. E. R. A.

How does this tie in with the big study of the general subject of land use, public works, etc?

F.D.R.

[13:OF 1017:CT]

[1]*Ante* 230, 236.

291 REXFORD G. TUGWELL, UNDER SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *September 7, 1934*

DEAR MR. PRESIDENT: I should like to summarize the shelter-belt forest situation. Conferences with various people including Silcox lead me to recommend as follows:

That the $15,000,000 set aside from drought-relief funds be transferred by executive order to F. E. R. A. They will buy the land with these purposes in view: (1) resettlement of the people

(2) turning over to the Forest Service what of the land is suitable for planting (3) turning over to the Bureau of Public Lands[1] what is suitable for grass, to be administered under the Taylor Act.

This will relieve the Forest Service from acquiring and administering tracts to the West of good tree-growing areas which they are reluctant to do. And it will serve the purpose of retiring land and restricting grazing through the agency specifically charged with this duty.

Supplemental to this, and in furtherance of the shelter-belt idea, the regular Clarke-McNary funds for cooperative planting might well be enlarged in next year's budget.

Faithfully,

R. G. TUGWELL

[13:OF I—C:TS]

[1]General Land Office.

292 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *September 7, 1934*

MY DEAR MR. PRESIDENT: At a recent conference you raised a question about the control of silt in the Yellowstone River. I have passed this question on to Commissioner Mead of the Bureau of Reclamation and I enclose a memorandum just received from him.[1]

I take it that it is still against the policy of the Administration to bring new lands into cultivation through irrigation. Moreover you doubtless would not want to approve a project of this sort in advance of the report to be made to you by the National Resources Board. Commissioner Mead, of course, is always in favor of any reclamation project. That is his job.

With reference to a survey, I have always been reluctant to approve such projects for two reasons. In the first place surveys of this sort are relatively expensive. Considering the money spent, little employment is given. In the second place the making of a survey is likely to be misunderstood by the interested landowners as in the nature of a promise that the proposed reclamation project in connection with which such a survey is being made will be undertaken by the Government.

You also asked me to consult Commissioner Mead about the feasibility of damming the headwaters of small streams in the neighborhood of Devils Lake, North Dakota. I enclose his report on this subject.[2]

Sincerely yours,

HAROLD L. ICKES

[13:OF 402:TS]

[1]Aug. 29, 1934, saying that there was no silt problem in the Yellowstone above the mouth of the Big Horn, and that no serious difficulties from silt had been encountered below it. Roosevelt's inquiry arose from a proposal that a dam be built in Big Horn Canyon to impound the river's silt load to keep it out of the Missouri.

[2]Aug. 28, 1934, stating that a dam such as was proposed by Roosevelt would have no effect on the level of Devils

Lake because the shrinking of the lake was caused by increased evaporation. See below.

293 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

HYDE PARK, N. Y., *September 12, 1934*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: 1. In regard to the Big Horn River project, I suggest you notify Senator Wheeler that the whole matter has been turned over to the National Resources Board which will make a report before the first of the year.[1]

2. In regard to Devils Lake and small streams in that watershed, I suggest the same thing.

F.D.R.

[13:OF 402:CT]

[1]A typed report of the Water Resources Section of the National Resources Board entitled, "Summary of Conclusions on Big Horn Canyon Dam Project," unsigned and undated, is present with this letter. The conclusion was that heavy erosion was a serious problem in the Big Horn River basin but that a program of forestation, grazing regulation and education in erosion control was "far more badly needed in the Big Horn River Basin than the proposed dam."

294 ROOSEVELT TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

NEWPORT, R. I., *September 18, 1934*[1]

MEMORANDUM FOR ACTING DIRECTOR OF BUDGET: What do you think of this suggestion of the Under Secretary of Agriculture.[2] If you think it is the right way to proceed, and the Comptroller General approves, I think the sum set aside should be $10,000,000 instead of $15,000,000.

F.D.R.

[13:OF I—C:CT]

[1]Roosevelt attended the America's Cup Races as guest of Vincent Astor on the *Nourmahal* on September 15-17.

[2]See *ante*, 291.

295 PRESS CONFERENCE, Hyde Park, September 21, 1934, 10:30 A. M.

[Excerpt] The President: . . . What happened, as I remember it, is this, and it ought to be checked up because it is just recollection on my part: The original project called for $15,000,000.[1] It included in it quite a large amount for land purchase and the original proposal of the Department[2] was to take out not merely the employment, that is, the wages of the people concerned, from relief, but also to take out for the land to be purchased to put the trees on. McCarl, when he went over that with me about four or five days before we went up on that, said, "I do not think we can take any purchases out of relief money." I said, "I agree with you one hundred per cent."

So, there wasn't any disagreement between us on that item. He said that obviously any money spent for wages for the unemployed is perfectly all right. In other words, I think it is a thing that came up as a result of the discussion in one of the departments, agriculture or relief, as to whether they could get land purchase money out of relief money.

Q: You have land purchase money anyway?

The President: Yes.

Q: Where does that money for land purchase come in? Do your recall offhand?

The President: I do not. The Greeks had a name for it but I do not recall it. The Greeks bearing gifts.

Q: I do remember that.

Q: You are going ahead with this timber belt?

The President: Oh, heavens, no; lots of things have not been decided. There is the method of acquiring the land, whether it will be built along the section lines or not. We are going ahead with the appropriations for tree planting but the thing is very tentative as to the actual details. Oh, we are going ahead with it, sure.

Q: I noticed the story said that McCarl had approved $1,000,000 for this preliminary work. Is that correct?

The President: Yes, that is correct. Then, of course, the Government departments wanted five for the preliminary work and I cut that to one.

Q: The only reason I brought it up was that it did get quite a play.

The President: I entirely approve of McCarl's stand that you could not buy land out of relief.[3]

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]A reporter had just asked about Comptroller General McCarl's ruling which barred the allocation of $15,000,000 of 1934 Emergency Appropriation Act funds for the Shelterbelt.

[2]Agriculture.

[3]The matter was arranged by revoking Executive Order 6793 (the Shelterbelt allocation order barred by the Comptroller General); allocating $5,000,000 from the 1934 Emergency Appropriation Act fund to the Federal Emergency Relief Administration for purchase of submarginal lands in stricken agricultural areas; and allocating $10,000,000 from the same fund to Emergency Conservation Work for the establishment of Civilian Conservation Corps camps (Executive Orders 6910—A and 6910—B).

296 ROOSEVELT TO ROBERT FECHNER, DIRECTOR, EMERGENCY CONSERVATION WORK

[WASHINGTON] *October 6, 1934*

DEAR MR. FECHNER: I have been greatly interested and encouraged by the fine report of your visits to C. C. C. camps in many parts of the country.[1]

This kind of work must go on. I believe that the nation feels that the work of these young

men is so thoroughly justified and, in addition, the benefits to the men themselves are so clear that the actual annual cost will be met without much opposition or much complaint.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 268:CT]

[1]This refers to Fechner's letter of Sept. 26, 1934 (OF 268), in which he made especial mention of the work of the CCC in forest fire prevention and control, and in the improvement of recreational facilities in the national parks and forests.

297 REPRESENTATIVES OF THE NATIONAL AGRICULTURAL CONFERENCE TO ROOSEVELT

[WASHINGTON] *October 12, 1934*

DEAR MR. PRESIDENT: The National Agricultural Conference is keenly appreciative of your interest in the development of a new national land policy. We congratulate you upon your appointment of a Cabinet committee to consider and report to you on matters pertaining to our land and natural resources.

We desire respectfully to call your attention to the following resolution of the National Agricultural Conference which was adopted last January and which has been today reaffirmed by the Conference:

"Resolution No. 5 (adopted January 17, 1934). A land policy that will maintain better balance between production and consumption and the larger purchase for retirement from production of marginal and submarginal land."

The National Agricultural Conference, which is composed of the principal agricultural and cooperative organizations of this country, are deeply concerned about the development of a new land policy as a part of the long-time aspect of our agricultural adjustment program. We will be most pleased to present to you our opinions and judgments relative to these matters when you have this important national program under consideration.[1]

Very truly yours,

NATIONAL AGRICULTURAL CONFERENCE

EDW. A. O'NEAL, Chairman, National Agricultural Conference
President, American Farm Bureau Federation
L. J. TABER, Master, The National Grange
ROBIN HOOD, Secretary, National Cooperative Council
W. H. SETTLE, Farmers National Grain Corporation
GAL. A. WARD, President, Kansas State Farmers' Union

[13:PPF 1953:TS]

[1]An attached memorandum, LeHand to McIntyre, Oct. 23, 1934, reads: "Get in touch with National Resources Board and Secretary of Agriculture and prepare reply for the President's signature." Answered *post,* 299.

298 SENATOR ELBERT D. THOMAS OF UTAH TO ROOSEVELT

[WASHINGTON] *October 30, 1934*

MY DEAR PRESIDENT ROOSEVELT: Supplementing my very recent wire in which I expressed my zeal for a budget item for an adequate research project looking toward developing forage plants on depleted western range land, I am pleased to elaborate my views in a statement as follows:

For a good many years many who are familiar with the problem have been seeing the need for a research project to develop and discover forage plants which could be grown with success upon the depleted range lands of this western country. Such a project would involve development of new strains of plant breeding, discovery of suitable plants by selection and explorations in foreign countries and the development of suitable methods for reseeding and management of the range. As you are aware the major kind of land use, so far as area is concerned, in the eleven western states, is now and always will be for the grazing of live stock. The range sheep and cattle industry is a substantial part of the 'rock' upon which the economical and social welfare of nearly half of the people in such states as Utah, Nevada, Wyoming, Idaho, and in fact nearly all of the eleven western states, is dependent. Dry climate and limited water supply for irrigation always will limit cultivated agriculture to less than five or at most not over 10 percent of the land area. A sound land utilization program, such as the President is now working on, must take into consideration this grazing use of the land.

The sad part of the story is that the unrestricted and exploitive system has been practiced so long on western lands that the grazing lands, including the open public domain, state owned lands, and large areas of private land have been stripped of their most valuable forage plants, never to be restored within a reasonable length of time, even under the best kind of regulated grazing, unless man can assist in the process through the introduction of plants by seeding and planting.

Investigations show that over vast areas in Utah and elsewhere in the Intermountain region, practically all the better grasses and herbs are gone, and the palatable shrubs are fast disappearing. Only inferior plants are left. The reduction in forage productivity averages about 60 percent. The better native plants will not come back short of many decades of very limited use because almost none are left to furnish seed.

This depleted condition accounts in no small degree for the difficulties the cattle and sheep men are having these days. The depleted conditions of the range make for uneconomical, unprofitable production. It is doubtful anything more constructive could be done for the range area and the settlers and communities dependent on the range lands than to restore the ranges to their potential value. It would not mean increased meat and wool production, but instead more economical production of the present yield and consequently better homes and happier people.

To a great extent range rehabilitation can be accomplished through regulation of grazing that will result in the natural reseeding of the native grasses and other plants but where few or none now exist to furnish seed, man must help Mother Nature.

Research work already done shows that forage plants of known value in other parts of the United States are not adapted to the severe habitat of much of the western range land. The logical and necessary thing to do is to conduct the research to develop and discover plants that are adapted. Success in plant breeding, selection and importation with the cereals, fruits, vegetables and other domestic plants, suggest that similar results can be obtained with range grasses, if the time and money necessary to do it are made available. Such a program is of the kind that fits in with the "New Deal."

We are extremely earnest about this matter. I am sure that the Agriculture Department will have an idea of the amount of money that would be necessary to appropriate to do a good job. Whatever that amount may be it will be an extremely sound investment. May I hear from you?

With best wishes, I am, Sincerely yours,

ELBERT D. THOMAS

[Notation: A] B. P. I. Sig. President *Rush*[1]

[13:OF I—C:TS]

[1]"B. P. I." stands for Bureau of Plant Industry, drafter of the reply to this letter *(post,* 305).

299 ROOSEVELT TO EDWARD A. O'NEAL, CHAIRMAN, NATIONAL AGRICULTURAL CONFERENCE, Washington

[WASHINGTON] *November 12, 1934*

MY DEAR MR. O'NEAL: I am deeply gratified to know of the keen interest of the National Agricultural Conference in the development of a new national land policy expressed in your letter of October twelfth. Your Conference's approval of the establishment of the National Resources Board is particularly appreciated, since it seemed to me that this step has great potentialities for bringing to early fruition the comprehensive and unified program for the better use of our land and natural resources that we have so long needed.

A sound land policy is obviously of vital importance to agriculture, and I shall be glad indeed to have the advice and suggestions of the Conference. The preliminary Land Report of the National Resources Board, now nearing completion, will be available within a few days.[1] I am asking Secretary Wallace to arrange for you to receive copies in order that the full benefit of the Conference's views may be obtained. After the Conference has had an opportunity of considering this report, I shall be glad to have an expression of their suggestions and recommendations.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 1953:CT]

[1]*Report of the Land Planning Committee,* part 2 of the National Resources Board's *Report on National Planning and Public Works in Relation to Natural Resources and Including Land Use and Water Resources, with Findings and Recommendations* (Washington, Dec. 1, 1934). A brief summary of the findings of the committee is found in *Report of the Secretary of Agriculture, 1935* (Washington, 1935), pp. 49-50. The report has been called "epoch-making"; see Charles McKinley, *Uncle Sam in the Pacific Northwest* (Berkeley: University of California Press, 1952), p. 30.

[2]Drafted by the National Resources Board and the Agriculture Department. Wallace, in his letter to Roosevelt enclosing the draft, Nov. 12, 1934 (PPF 1953), said that the support of the National Agricultural Conference meant a great deal to the success of a national land planning program.

300 PRESS CONFERENCE, President's Cottage, Warm Springs, November 23, 1934, 2:17 P. M.

[Excerpt] The President: . . .[1] Now for the TVA. I can put it this way: Power is really a secondary matter. What we are doing there is taking a watershed with about three and a half million people in it, almost all of them rural, and we are trying to make a different type of citizen out of them, not what they would be under their present conditions. Now that applies not only to the mountaineers, we all know about them, but it applies to the people around Muscle Shoals. Do you remember that drive over to Wheeler Dam the other day? You went through a county of Alabama where the standards of education are lower than almost any other county in the United States, and yet that is within twenty miles of the Muscle Shoals Dam. They have never had a chance. All you had to do was to look at the houses in which they lived. Heavens, this section around here is 1000% compared with that section we went through. The homes through here are infinitely better.

So TVA is primarily intended to change and to improve the standards of living of the people of that Valley. Power is, as I said, a secondary consideration. Of course it is an important one because, if you can get cheap power to those people, you hasten the process of raising the standard of living.

The TVA has been going ahead with power, yes, but it has been going ahead with probably a great many other things besides power and dam building. For instance, take fertilizer. You talk about a "yardstick of power." Harcourt Morgan is running the fertilizer end of it and at Muscle Shoals he is turning out, not a nitrate—the plant was originally built for a nitrate plant—but he is turning out a phosphate. He is conducting a very fine experiment with phosphate of lime. They believe that for this whole area around here, and that would include this kind of soil around here, phosphate of lime is the best thing you can put on land in addition to being the cheapest.

Now, at once the fertilizer companies, the National Fertilizer Association that gets out figures, I believe, they say, "Are you going into the fertilizer business?" The answer is a very simple one. The plant is primarily an experimental plant. That is the primary purpose. Therefore, they are going to take this year a thousand acres of Government land, which is worn out land, typical of the locality, and they are going to use this phosphate of lime on this thousand acres and show what can be done with the land. They are going to give a definite demonstration. They will compare it with the other fertilizers, putting them in parallel strips, and they will see which works out best and at the lowest cost and, by having the large plant which they have, they will be able to figure out what is a fair price for the best type of fertilizer.

Having done that and having figured out the fair price, it becomes a process of education and if the farmers all through that area can be taught that that type of fertilizer at x number of dollars a ton is the best thing for them to use, then it is up to the National Fertilizer Association and its affiliated companies to meet that price. Now, that is the real answer, and we hope that they will meet that price, adding to it, to the cost of manufacture, a reasonable profit. We will know what the cost of manufacture is, and it is very easy to say what a reasonable profit is. Now, if those gentlemen fail to avail themselves of this perfectly magnificent opportunity to conduct a sound business and make a profit, well, it is just too bad. Then somebody will get up in Congress and say, "These fellows are not meeting their opportunities and the farmers will have to have the fertilizer and of course we will have to provide it." But I, for one, hope that that day will never come. Now, that is not holding a big stick over them at all. It is saying to them, "Here is your opportunity. We go down on our knees to you, asking you to take it."[2]

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Roosevelt had been discussing the problem of raising living standards in the South.

[2]A brief discussion of this subject is found in Gordon R. Clapp's *The TVA: An Approach to the Development of a Region* (Chicago: University of Chicago, 1955). Roosevelt repeatedly emphasized the broad objectives of TVA; for example, in a personal letter to Nicholas Roosevelt of Nov. 13, 1934 (PPF 97), he said: "Of course there are a number of other considerations in a government plant of this kind. As for example, reforestation and soil erosion and also the capital investment in improving the conditions of life of well over one million people who live in the region and have been underprivileged in the worst sense of the word for a good many generations."

301 ROOSEVELT TO NELSON C. BROWN, New York State College of Forestry, Syracuse University, Syracuse, New York

WARM SPRINGS, GA., *November 27, 1934*

DEAR NELSON: Many thanks for yours of November twenty-second.[1] I think the Shelter Belt Project will develop in a more experimental form but on the other hand, I am not at all satisfied with what the Forestry people have done up to now in experimental work in the north to south area where the rainfall is from fifteen to twenty inches a year. They have had lots of money in the past but the experiments have not been pushed or have they been done in a practical way. I may set it up as a separate organization and put more enthusiasts in charge.[2]

Anything relating to shifts or reorganizations of the various Services is still very much in the tentative discussion stage. I am glad to have your slant on it.

With my warm regards, Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 38:CT]

[1]Brown said (PPF 38) that the Shelterbelt project was looked upon "with great skepticism and considerable disfavor by a majority of the foresters and especially those in the middle and far West." He suggested that small appropriations to carry on experiments should be sufficient for the present, and said that he did not regard the natural conditions for tree growing in the Plains States as very encouraging. He also said that most foresters would oppose transfer of the Forest Service to the Interior Department.

[2]For brief statements of the initial work on the Shelterbelt, see the *Annual Reports* of the Forester for 1934 and 1935. Silcox described the project in an article entitled, "To Insure Against Drought, a Vast Plan Takes Shape," New York *Times,* July 29, 1934, VIII, 3.

302 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *December 5, 1934*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: This very interesting report on land use by the Science Advisory Board should, I think, be studied by the National Resources Board and Departments of Interior and Agriculture.

F.D.R.

[Notation: T] Report by Science Advisory Board, dated April 26, 1934, and report by S. A.

Board, entitled "Preliminary Recommendations of the Land-Use Committee relating to Soil Erosion," dated April 6, 1934, and report entitled "Digest of Discussion at a Conference on Land-Use held in Washington, June 14, 1934."[1]

[13:OF 330—A:CT]

[1]The reports were sent to Ickes. The printed, general report for 1933-34 is *Report of the Science Advisory Board* (Washington, 1934).

303 MILBURN L. WILSON, ACTING SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *December 22, 1934*

DEAR MR. PRESIDENT: As you may recall, Mayor Nielson of Santa Barbara, California, called at the White House this fall and appealed to you personally for aid in preserving for that city an adequate water supply. The basis for his plea for federal aid was that the water supply is derived almost entirely from adjacent National Forest lands, portions of which have been seriously damaged by forest fires.

In the longhand note attached to the Mayor's letter to you of October 15 you ask the Department "what can we do about this?"[1] My recommendation based on a report prepared by the Forest Service is that $167,000 of PWA or other available funds be allotted to this Department for the construction of an Indian Weir dam to prevent further silting of the Gibraltar Reservoir. Other funds to insure more intensive fire protection should also be provided as rapidly as possible, but the immediate need of highest priority is the $167,000 required for the construction of the above-mentioned dam.

To present a clear and connected picture of the very serious situation affecting the water supply of Santa Barbara, a brief resume of the problem is given.

The Gibraltar Reservoir was constructed in 1920 by the City of Santa Barbara, under permit, on National Forest lands. The City; with its 35,000 inhabitants, derives its main supply of domestic water from this source. The reservoir occupies the only practicable reservoir site in this part of the State. Heavy deposits of silt, washed into the reservoir from fire denuded slopes, have reduced the original storage capacity by 28 per cent; from 14,600 acre feet to 10,512 acre feet. Any further reduction of the storage capacity of the reservoir by silting would not permit the community to be maintained since the present available supply is barely sufficient for its present needs. It is imperative, therefore, that further silting be prevented.

Detailed field investigations by the Regional Forester, of the California Region, have determined that the initial project, which should be undertaken at once, is the construction of a silt storage basin immediately above the reservoir. This involves the construction of a dam 15 feet high and 600 feet long which will provide catchment for 1,403,000 cubic yards of silt. It is estimated that the cost of this project will be $167,000 and that this will take care of the silt problem for at least 10 years and perhaps, with the re-establishment of forest cover, for an indefinite period . . .

Due to your expressed interest in this problem, it is thought that in order to insure prompt initiation of the project you might wish to direct personally that the $167,000 needed for the construction of the dam be allotted to this Department at an early date.

A detailed report covering the many angles involved in this subject is available in case you

care to review it.

Sincerely yours,

[MILBURN L. WILSON]

[13:OF 149:CTS]

[1]In this letter (OF 149), Nielson said that all but 30 square miles of the total 200 square miles comprising the Santa Barbara watershed were becoming seriously eroded, that the city's water supply was in danger, and that the city was financially unable to cope with the problem.

304 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *December 24, 1934*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: This is something which I think we have got to do and do at once.[1] The whole watershed of Santa Barbala is in jeopardy. Will you let me know?

F. D. R.

[13:OF 149:CT]

[1]Above.

305 ROOSEVELT TO SENATOR ELBERT D. THOMAS OF UTAH

[WASHINGTON] *December 24, 1934*

MY DEAR SENATOR THOMAS: Your letter of October thirtieth, supplementing your earlier telegram and relative to the importance of rehabilitating depleted grazing ranges of the West, is received and has been given careful consideration in the Department of Agriculture.

As you note, the problem is a two-fold one involving, first, a regulation of grazing that will permit reseeding and development of the ranges, such as has been accomplished through research and administration on the national forests, and, second, artificial reseeding in areas too far gone for natural rehabilitation with seed of either native, introduced, or newly bred and developed plants. It is obvious that the second phase of the program is equally dependent upon grazing control, if it is to be successful. It is this second phase of the problem with which you are primarily concerned at the present time.

This problem has been recognized and some effort previously made looking to its solution by the Bureau of Plant Industry and the Forest Service of the Department of Agriculture. Extensive collections and studies of both native and foreign plants have been made, looking to the multiplication of those which might best serve in a campaign to reestablish desirable vegetation. In addition, collections have been and are being made in foreign countries where similar severe climatic conditions exist. It is believed that this material should supply stocks which will either be of direct value in reseeding or of use as foundation stocks from which to breed new and improved varieties. Preliminary experimental tests of seeding or transplanting promising native and cultivated species have also been made on national forest ranges in the foothills and mountains. During the past summer plans were formulated by the bureaus concerned for a cooperative attack on the problem.

Funds for the Bureau of Plant Industry to conduct plant breeding and related studies are provided in the budget for the fiscal year 1936 in an amount that appears adequate for the needs of that year and considered in the light of our other financial obligations. I hope at some future date to provide funds for the Forest Service to carry out its part of the cooperative program, including experimental tests of promising species on the range. The Secretary of Agriculture is keenly alive to the importance of this problem and will eventually want to provide for an aggressive attack on all phases.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I—C:CT]

[1]Drafted by the Bureau of Plant Industry of the Agriculture Department.

306 ROOSEVELT TO GOVERNOR STANLEY C. WILSON, Montpelier, Vermont

[WASHINGTON] *December 24, 1934*

Personal

MY DEAR GOVERNOR WILSON: Many thanks for that nice letter.[1] I do hope we can get something definite started on the Green Mountain Parkway. I spoke to the Secretary of the Interior and he called my attention to the fact that Massachusetts, Connecticut and New York ought to be brought into the same picture.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 129:CT]

[1]Dec. 19, 1934 (OF 129), saying that he believed Vermont would approve the construction of the proposed Green Mountain parkway, "as part of the general scheme of National Parkways in eastern United States from the Canadian border to Georgia" outlined by Roosevelt. The Vermont Legislature turned down the proposal in its 1935 session but in special session voted to submit it to the voters. In elections held March 3, 1936, Vermont voters defeated a proposed $500,000 bond issue to buy land for the parkway right of way. Opponents argued that scenic areas would be spoiled and one of the last wilderness areas of the United States would be invaded (New York *Times,* March 4, 1936, p. 3).

307 ROOSEVELT TO THE STATE GOVERNORS

[WASHINGTON] *January 2, 1935*

MY DEAR GOVERNOR: Maintenance of our forests and the industries dependent upon them, which in normal times afford employment to large numbers of our people, is very vital to the welfare of every State. It is also essential for the permanent recovery of our country. It was with this in mind that I insisted that there be included in the Lumber Code a specific provision for forest conservation.

Some of the provisions of the Lumber Code cannot be carried out effectively without Federal and State legislation in the matter of protecting the forests against fire, insects, and disease,

adjustment of forest taxation, taking over tax-delinquent forest land for State or other public forests, other suitable measures to increase public ownership, and encouragement of better management of private forests.

I intend to submit to Congress recommendations for legislation looking toward this end, so far as it comes within the scope of Federal action. There are, however, several measures that come within the jurisdiction of the individual States. Among these are measures dealing with taxation of forests, tax delinquency, forest fire laws, cooperation between the State forest agencies and forest owners in developing and maintaining permanent local forest industries and communities, and other measures failing within the police power of the States.

In developing such a forest program, I solicit the closest cooperation between the State authorities and the Federal Forest Service. One step in this direction would be the appointment by you of a committee, including representatives of State agencies, the public, and the forest industries, which could collaborate with Federal representatives. You may wish to consider some other approach. In any case, I am sure that I can count on your interest in helping to perpetuate the forests and forest industries, for the benefit of the people of your State and of the whole country.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: T] (This letter sent to all Governors of all States)[1]

[13:OF 149:CT]

[1]This is the form copy; the letters were actually dated between January 1 and 17. According to an accompanying memorandum, the carbon copies and the replies were sent to the Secretary of Agriculture and the answers of the governors were acknowledged by him.

308 REXFORD G. TUGWELL, UNDER SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *January 8, 1935*

MY DEAR MR. PRESIDENT: I do not know whether you have heard through other sources that you have been chosen as the first recipient of the Sir William Schlich memorial medal.

The Schlich Memorial Fund was established in 1927 by contributions from a large number of individual foresters throughout the British Empire and the United States, in honor of Sir William Schlich (1840-1925). Schlich, who was German born, after 19 years distinguished service in the Forest Service of British India, organized and for twenty years was head of the First British School of Forestry at Coopers Hill College. Subsequently, he was for 14 years in charge of the first school at Oxford University. His encyclopedic manual of forestry has for many years been a standard reference work in all English speaking countries.

The income from the Fund is allotted in rotation to the various parts of the British Empire and to the United States. The income for 1932 was given to the Society of American Foresters, which has invested it and is to use part of the proceeds to award a medal annually in recognition of some especially noteworthy achievement for the advancement of forestry. You have been selected as the first recipient of this medal.

The Society of American Foresters is having a banquet on Tuesday evening, January twenty-

nine, and they would like to present this medal in person if you would receive it that way. It occurred to me that you might wish to do so since it would give you a good opportunity to say something about forestry and perhaps the land program. I should like to speak to you about this some time later. I have some material which you could use either for a letter to be sent or a speech to be made in receiving the medal.

Perhaps you will remember that when Silcox and I spoke to you about the enactment of the general forestry legislation you suggested that we prepare a letter which you might write to the Governors of the States, which was done and which I assume has been sent. I also suggested that you might send a letter to heads of appropriate committees or to Congress concerning this legislation. The legislation is in Mr. Richberg's hands and I now enclose material for a possible letter of this sort. I assume you would want to talk with us further before anything definite is done, but I am sending the material along anyway.

Sincerely,

R. G. TUGWELL

[13:PPF 1112:TS]

309 PRESS CONFERENCE, Executive Offices of the White House, January 23, 1935, 10:35 A.M.

[Excerpt] Q: In view of the fact that a bill has been introduced in the Senate regarding a Columbia Valley Authority, do you wish to comment on that?[1]

The President: There are a lot of bills, probably half a dozen regional bills, in at the present time and, on the question of regional, additional regional authorities, my thought at the present time is that the work outside of the Tennessee Valley has gone such a very small distance—that is to say that they are definitely still in the planning stage, except on the Upper Missouri where we have two projects and the Columbia where we have two projects that won't be completed for a long time—I have forgotten what it is, three or four years—that to set up a separate authority for each region at this time is crowding the mourners a bit, we are not ready for it. What the administrative setup will be eventually, I am not ready to say yet.

I might—this is a thought at the present time—I might set up during the course of this summer what might be called advisory commissions, probably unpaid commissions—it would be grand if they would serve without pay—in those regions in order to develop the future plans in accordance with the broader policies of the National Resources Board report,[2] but I do not think the setting up of any highly paid commissions at this stage is justified yet. You take, for instance, the Columbia River: We might very easily set up an advisory committee to study the whole project in order that later on we might set up permanent machinery.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]S. 863, to authorize a preliminary survey of the lower Columbia River for purposes of flood control, was introduced by Senator McNary of Oregon on Jan. 14, 1935, and referred to the Senate Committee on Commerce. No further action was taken *(Cong. Rec.,* 79th Cong., 1st sess., 79:1, 407).

[2]*A Report on National Planning and Public Works in Relation to Natural Resources and Including Land Use and Water Resources with Findings and Recommendations, December 1, 1934* (Washington, 1934).

310 ROOSEVELT TO THE CONGRESS

Jan. 24, 1935

TO THE CONGRESS: ~~To go no further back than~~ *During* the three or four centuries of white man ~~in~~ *on* the American Continent, we find a continuous striving of civilization against Nature.[1] It is only in recent years that we have learned how greatly by these processes we have harmed Nature and Nature in turn has harmed us.

We should not too ~~greatly~~ *largely* blame our ancestors, for they found such teeming ~~hospitality~~ *riches* in woods and soils and waters—such abundance above the earth and beneath it—such freedom in the taking, that they gave small heed to the results that would follow the filling of their own immediate needs. Most of them, it is true, had come from many peopled lands where necessity had ~~made necessary~~ *invoked* the preserving of the bounties of Nature. ~~but~~ *But* they had come here for the obtaining of a greater freedom, and it was but natural that freedom of conscience and freedom of government should extend itself in their minds to the unrestricted enjoyment of the free use of land and water.

Furthermore, it is only within our own generation that the development of science, leaping forward, ~~in great strides~~ has taught us where and how we violated nature's immutable laws and where and how we can commence to repair such havoc as man has wrought.

In recent years little groups of earnest men and women have told us of this havoc; of the cutting of our last stands of virgin timber; of the increasing floods, of the washing away of millions of acres of our top soils, of the lowering of our water-tables, of the dangers of one crop farming, of the depletion of our minerals—in short the evils that we have brought upon ourselves today and the even greater evils that will attend our children unless we act.

Such is the condition that attends the ~~continued use~~ *exploitation* of our natural resources if we continue our planless course.

But another element enters in. Men and Nature must work hand in hand. The throwing out of balance of the resources of Nature throws out of balance also the lives of men. We find millions of our citizens stranded in village and on farm—stranded there because Nature ~~could~~ *can* not support them in the livelihood they had sought to gain through her. We find other millions gravitated to centers of population so vast that the laws of natural economics *have* broken down.

If the misuse of natural resources ~~were~~ alone *were* concerned, we should consider our problem only in terms of land and water. It is because misuse extends to what men and women are doing with their occupations and ~~with~~ *to* their many mistakes in herding themselves together that I have chosen, in addressing the Congress, to use the broader term "National Resources."

For the first time in our national history we have made an inventory of our national assets and the problems relating to them. For the first time we have drawn together the foresight of the various planning agencies of the Federal Government and suggested a method and a policy for the future.

I am sending you herewith the report of the National Resources Board, appointed by me on June 30, 1934 to prepare the comprehensive survey which so many of us have sought so long.[2] I transmit also the report made by the Mississippi Valley Committee of the Public Works Administration, which Committee has also acted as the Water Planning Committee in the larger report.[3]

These documents constitute a remarkable foundation for what we hope will be a permanent policy of orderly development in every part of the United States. It is a large subject but it is a great and inspiring subject. May I commend to each and every one of you, who constitute the Congress of the United States, a careful reading of ~~our plans.~~ *these reports.*

In this inventory of our national wealth we follow the custom of prudent people toward their own private property. We as a Nation take stock of what we as a Nation own. We consider the uses to which it can be put. We plan these uses in the light of what we want to be, of what we want to accomplish as a people. We think of our land and water and human resources not as static and sterile possessions but as life-giving assets to be directed by wise provision for future days. We seek to use our natural resources not as a thing apart but as something that is interwoven with industry, labor, finance, taxation, *agriculture,* homes, recreation, good citizenship. The result~~ant~~s of this interweaving will have a greater influence on the future American standard of living than all the rest of our economics put together.

For the coming eighteen months I have asked the Congress for four billion dollars for public projects. A substantial portion of this sum will be used for objectives suggested in this report. As years pass the Government should plan to spend each year a reasonable and continuing sum in the development of this program. It is my hope, for example, that after the immediate crisis of unemployment begins to mend, that we can afford ~~and that it will seem fitting that we should~~ *to* appropriate approximately five hundred million dollars each year for this purpose. Eventually this appropriation should replace all ~~separate~~ *such* appropriations given in the past without planning.

A permanent National Resources Board, towards the establishment of which we should be looking forward, would ~~report~~ *recommend* yearly to the President and the Congress ~~recommendations for~~ priority of projects in the national plan. This will give to the Congress, as is entirely proper, the final determination in relation to the projects and *the* appropriations involved.[4]

As I have already stated, it is only because of the current emergency of unemployment and because of the physical impossibility of *surveying,* weighing and testing each and every project that a segregation of items is clearly impossible at the moment.

For the same reason the constituting of fixed *and permanent* administrative machinery would retard the immediate employment objective.

Our goal must be a national one. Achievements in the arts of communication, of transportation, of mechanized production, of agriculture, *of* mining and of power, ~~break down not~~ *do not minimize the rights of* State Governments but *they go far beyond* the economics of State boundaries.

Only through the growth of thought and actions in terms of national economics, can we best serve individual lives in individual localities.

It is, as ~~these~~ Reports points out, an error to say that we have "conquered Nature." We must, rather, start to shape our lives in more harmonious relationship with Nature. This ~~Report~~ is a mile-stone in our progress toward that end. The future of every American family everywhere will be affected by the action we take.[5]

[SPEECH FILE:T]

[1]This text is that of the final draft; the revisions are in Roosevelt's hand. Paragraphs 11 and 12 are based on an accompanying two-page draft, presumably prepared by the National Resources Board. The physical character of the

final draft indicates that it was prepared in the White House but how much of it was composed by Roosevelt, other than the parts noted, is not clear. As thus revised, the text is that as sent to the Congress.

[2]*Report on National Planning and Public Works in Relation to Natural Resources and Including Land Use and Water Resources, With Findings and Recommendations; Submitted to the President in Accordance With Executive Order 6777, June 30, 1934. Dec. 1, 1934* (Washington, 1934). Roosevelt had previously mentioned this report in his annual message to Congress of Jan. 4, 1935. Referring to the attainment of "the security of a livelihood" through the better use of the country's national resources, he said: "A study of our national resources, more comprehensive than any previously made, shows the vast amount of necessary and practicable work which needs to be done for the development and preservation of our natural wealth for the enjoyment and advantage of our people in generations to come" (Rosenman, ed., *Public Papers,* IV, 17-18).

[3]*Report of the Water Planning Committee,* part 3 of the report cited above and also issued separately. The Mississippi Valley Committee of the Federal Emergency Administration of Public Works became the Water Planning Committee of the National Resources Board on Oct. 1, 1934.

[4]S. 2825 to establish a national planning board was introduced by Senator Copeland of New York on May 14, 1935. Hearings were held and it was reported June 27 but failed to pass *(Cong. Rec.,* 74th Cong., 1st sess., 79:7, 7446; 79:9, 10241; 79:3, 14086-14087).

[5]In the Senate the message was ordered to lie on the table and be printed; in the House it was referred to the Committee of the Whole House and ordered to be printed *(ibid.,* 79:1, 865-866, 906-907).

311 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR, AND HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *January 28, 1935*

MEMORANDUM . . . I have several pleas in regard to the setting aside of 80,000,000 acres for grazing. I understand the cattlemen are asking for land now fully occupied by big game—Rocky Mountain sheep, etc.—also they say that very soon we shall reach the definite date for turning over those 80,000,000 acres and that after that it will be too late to save the pasturage for game and game only.

As this matter involves some forest lands, as well as public lands, will you two confer on this and let me know?[1]

F.D.R.

[13:OF 633:CT]

[1]It appears that this memorandum was inspired by Irving Brant, who had talked with Roosevelt about wildlife refuges on the public range at the White House on January 25. Brant says he did so at the request of Jay Darling who was anxious to have an agreement between the grazing interests and the wildlife agencies before the Taylor Grazing Bill became law (Brant to the director of the Franklin D. Roosevelt Library, May 3, June 11, 1954). The President said that the conservation aspect of the matter was new to him and took "detailed notes" on what Brant told him.

312 THE SOCIETY OF AMERICAN FORESTERS TO ROOSEVELT

WASHINGTON, D. C., *January 29, 1935*

Presentation of Schlich Memorial Award

MR. PRESIDENT: In awarding to you the Sir William Schlich Memorial Medal, the

profession of forestry through the Society of American Foresters is in effect giving international recognition to your interest and effective work in forest conservation. The Schlich Memorial Award is made in commemoration of a world-renowned British forester, and is granted in rotation to five English-speaking countries. The form of the award, and the design of the medal, are our own.

We wish to commend, especially, the broad social vision which led you to establish the Civilian Conservation Corps and to entrust the organization of its work projects to professional foresters in federal and state service. As a profession we have given our best efforts to make this great project a success, putting public service above party affiliation.

Were we to make a request to you at this time it would be this, as coming without a dissenting voice from the foresters responsible for this undertaking: That the work of the Civilian Conservation Corps be continued as it was begun, without reference to political sponsorship for appointees, but solely on the basis of merit and efficiency.

We wish further to commend your allocation of funds from emergency work for the extension by purchase of the national forests in the East, thus making possible the efficient employment of these relief workers on public property.

These are only the high lights in the program of service you have rendered to the public through your efforts to conserve and restore the immense potentialities of our land resources, forest, field and stream.

In token of which we present you with this bronze medal bearing the inscription: "Awarded to Franklin Delano Roosevelt for distinguished services in forest conservation in America—1935."[1]

[13:PPF 1112:T]

[1]Now in the Franklin D. Roosevelt Library.

313 ROOSEVELT TO THE SOCIETY OF AMERICAN FORESTERS

[WASHINGTON, *January 29, 1935]*[1]

To THE SOCIETY OF AMERICAN FORESTERS: It is with a keen sense of appreciation that I accept the award of the Schlich Forestry Medal. I, of course, appreciate your generous recognition of my efforts on behalf of forestry in which I have always been greatly interested; but what I appreciate most of all is that the recognition comes from a profession which from its very inception has looked upon the forests as an instrument for the social and economic betterment of our people—a profession which has always been imbued with an intense spirit of public service.

I consider the social point of view of foresters as most essential to the success of their profession. Forests require many years to mature; consequently the long point of view is necessary if the forests are to be maintained for the good of our country. He who would hold this long point of view must realize the need of subordinating immediate profits for the sake of the future public welfare.

A forest is not solely so many thousand board feet of lumber to be logged when market conditions make it profitable. It is an integral part of our natural land covering, and the most potent factor in maintaining nature's delicate balance in the organic and inorganic worlds. In

his struggle for selfish gain, man has often heedlessly tipped the scales so that nature's balance has been destroyed, and the public welfare has usually been on the short-weighted side. Such public necessities, therefore, must not be destroyed because there is profit for someone in their destruction. The preservation of the forests must be lifted above mere dollars and cents considerations.

For this reason, I consider the conservation provision of the Code adopted by the lumber industry as a great step toward recognition of the social value of the forests. The essence of this provision should be retained no matter what other changes may be made in the Code.

The handling of our forests as a continuous, renewable resource means permanent employment and stability to our country life. The forests are also needed for mitigating extreme climatic fluctuations, for holding the soil on the slopes, retaining the moisture in the ground, and controlling the equable flow of water in our streams. The forests are the "lungs" of our land, purifying the air and giving fresh strength to our people. Truly, they make the country more livable.

There is a new awakening to the importance of the forests to the country, and if you foresters remain true to your ideals, the country may confidently trust its most precious heritage to your safekeeping.[2]

[13:PPF 1112:CT]

[1]This date is derived from the White House appointments list (PPF I—O).

[2]Drafted by the Agriculture Department.

314 JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO ROOSEVELT AND HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, D. C., *February 4, 1935*

CONFIDENTIAL MEMORANDUM . . . Present intensive investigations on which to base the next season's shooting regulations for migratory waterfowl indicate the necessity for drastic restrictions.

Between a strictly closed season and a short open season in which the pernicious practices have been eliminated, the short open season seems at this time to be indicated.

A closed season, to be effective, must be predicated upon an additional appropriation of $450,000 for law enforcement. Without extra emphasis upon law enforcement a closed season would be entirely impractical. Additional drawbacks to a closed season would be apparent in the heavy losses in license fees to the States with consequent breakdown of cooperative efforts, total loss of duck stamp revenue and violent repercussions from institutional and commercial interests.

A short open season, while not so productive of immediate increase in the duck population as a closed season may be so regulated as to contribute more permanent results in the long haul toward our final objective, if by prohibiting all artificial baiting, prohibiting the use of automatics and repeaters of more than three-shell capacity, and reducing live decoys to a minimum, the hunting of migratory waterfowl may be permanently rid of those pernicious practices which have been responsible for the heavy slaughter and commercialization of the sport.

The present recognized crisis in the duck population has created a sentiment among sportsmen which would justify the expectancy that they would accept any regulations which are found necessary.

It seems to me that to be permanently rid of the iniquities is a greater conservation contribution than a closed season.

The 1935 regulations, as tentatively formulated in my mind at this time are approximately as follows:

1. 30-day open season with no rest days.

2. Prohibition of all baiting.

3. Limitation of automatic and repeater shot guns to three shells at one loading.

4. Prohibition of all sink box and sneak box shooting.

5. Use of live decoys cut to a minimum.

6. Shooting day from 8 to 4.

In place of allocation of shooting season by States as recently practiced, the country would be divided into two zones. The north half, lying north of Long Island, the Ohio River, Missouri, Kansas, Colorado, Utah, Nevada and California might have a season from October 15th to November 15th; the southern half November 15th to December 15th.[1]

J. N. DARLING

[13:OF I—F:TS:PHOTOSTAT]

[1]Roosevelt wrote to Wallace on Feb. 8, 1935 (OF I—F): "I like Jay Darling's suggestions in regard to the next duck season. I take it they will require no legislation to carry them into effect." The proposal to prohibit all baiting reflected the views of Irving Brant who had talked with Roosevelt on wildfowl protection at the January 25 meeting mentioned above (see *ante,* 311 n.) Brant argued that the attempt to protect the vanishing varieties of duck through a differential bag limit had failed because hunters either could not or would not distinguish the different kinds in the field. He said that only a totally closed season or total abolition of baiting would be effective. Roosevelt agreed with him and said that he was against baiting of all kinds (Brant to William T. Hornaday, Feb. 12, 1935; copy in the Franklin D. Roosevelt Library). Darling's proposed regulations were, in their essentials, adopted for the 1935-36 season. See *Annual Report of the Chief of the Bureau of Biological Survey, 1935* (Washington, 1935), p. 2.

315 ***[Enclosure 1]***

CONFIDENTIAL MEMORANDUM FOR THE PRESIDENT AND THE SECRETARY OF AGRICULTURE; TAYLOR GRAZING ACT AND WILDLIFE: Every suggestion as to conferences with Assistant Secretary Chapman, Administrator Carpenter,[1] and other agencies of the Department of the Interior has been complied with. The answer does not lie in that direction.

Neither should the future of our American wildlife species rest upon the generosity of the grazing interests or any other encroachments.

A national Government policy should be officially announced which will designate and set aside such portions of the dwindling hereditary game ranges of our wildlife as will guarantee for all time the necessary wildlife reservoirs for their adequate and permanent preservation.

A study has been completed upon which such a national policy should be based.

Game has been the orphan child without asylum in the conservation world. No provision has been made for its permanent home. There has been no Government agency entrusted with its custodianship. It has subsisted on the crumbs dropped from the table of forestry, parks, reclamation and advancing civilization. That it has escaped total extinction is through no foresight or comprehensive plan.

Thirty years ago Theodore Roosevelt established a permanent governmental policy for forests. A like permanent national policy on wild life is long overdue.

It looks to me like an opportunity.

J. N. DARLING

[13:OF I—F:TS:PHOTOSTAT]

[1]Farrington Carpenter, director, Grazing Division, Interior Department.

316 ***[Enclosure 2]***

CONFIDENTIAL MEMORANDUM FOR THE PRESIDENT AND THE SECRETARY OF AGRICULTURE; NATIONAL WILDLIFE PROGRAM: How much land will be needed and where located, to guarantee the perpetual existence of the various valuable wildlife species of our North American continent has been definitely determined.

Much can be accomplished on the present existing public domain. A long-time program for acquisition of game ranges now in private ownership is practical and not burdensome.

Charts, maps and surveys designating boundaries, location and size of areas required have been prepared for bison, antelope, mountain sheep, grizzly bear, Kodiak bear, elk, moose, caribou, sage grouse, wild turkey, prairie chicken, beaver, marten, fisher, deer, ruffed grouse, migratory waterfowl and other valuable species.

[JAY N. DARLNG]

[13:OF I—F:T:PHOTOSTAT]

317 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY

WASHINGTON, *February 8, 1935*

MEMORANDUM . . . Please speak to the Acting Director of the Budget about a deficiency appropriation to feed the Elk in Jackson Hole. At the same time, I think we could tell Congress that 9,000 Elk at that place constitute too large a herd and that we propose to turn some of them loose elsewhere another year.[1]

F.D.R.

[13:OF I—F:CTS]

1

Darling had warned Roosevelt and Wallace (in a letter of Feb. 7, 1935, OF I—F), that 9,000 elk in Jackson Hole faced starvation before spring unless $17,500 was provided for hay and cottonseed cake. He pointed out that the situation was not new and that repeated warnings from the Biological Survey had gone unheeded.

318 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY

WASHINGTON, *February 8, 1935*

MEMORANDUM . . . What would you think of a conference, starting under my auspices, between Biological Survey, Forestry Bureau, Reclamation Service, to try to work out a definite plan as between these and possibly other Bureaus? If you think it wise let me know who should be at such a conference.[1]

F.D.R.

[13:OF I:CTS]

[1]This accompanied Darling's preceding memoranda to Roosevelt and presumably refers to the questions raised therein. Answered *post*, 322.

319 JEAN SHERWOOD HARPER TO ROOSEVELT

SWARTHMORE, PA., *February 8, 1935*

MY DEAR MR. ROOSEVELT: My "beloved Okefinokee" is still in danger, and again I want to ask your help.

Every day's delay means more lumbering carried on and more of the swamp lost forever in its primeval state. It is a wilderness unique in its beauty and unsurpassed as a refuge for vanishing forms of wild life. The Biological Survey has investigated the area and favors its purchase by the Government. If you would but "say the word" to bring this about, it would mean a permanent and priceless gain to the country.

Francis wrote an account of the Okefinokee for last May's *National Geographic*, but unfortunately the editors deleted all he had said about its conservation.

We wish very much that you could sometime, perhaps on your next trip South, see the swamp for yourself. Transportation could readily be provided by car and boat into some of the most beautiful parts of the swamp, in a trip of only a few hours. Then you would understand why the few of us who know and love the swamp become so "impassioned" when we watch its gradual but steady destruction and see help within reach.[1]

Sincerely always,

JEAN SHERWOOD HARPER

[13:PPF 1091:TS]

[1]Answered *post*, 326.

320 ROOSEVELT TO ROBERT FECHNER, DIRECTOR, EMERGENCY

CONSERVATION WORK

WASHINGTON, *February 12, 1935*

MEMORANDUM FOR HON. ROBERT FECHNER: The Secretary of the Interior asks for 500 camps in lieu of the 348 now allocated to National Parks, How many do you think you should allot?

F.D.R.

[13:OF 268:CT]

321 *[Enclosure]* HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Feb. 9, 1935*

DEAR MR. PRESIDENT: Director Fechner of Emergency Conservation Work, in reply to a letter from me, has called my attention to an interview had with you in reference to Emergency Conservation Work, and its relation to the park and recreational development of the country.[1]

Mr. Fechner informs me that you suggested work on parks could be deferred until later, and that the expansion of the CCC camps should be concentrated on forest protection, reforestation, and soil erosion control projects. This is a wise policy. However, I desire to call to your attention the results of CCC work on state parks, and to urge that a small number of the additional camps be allotted state parks under the expansion program. Emergency Conservation Work has been a tremendous stimulus to the states in providing necessary recreational facilities for their own citizens. Five states have actively entered into state park work since the inauguration of Emergency Conservation Work. Many states have greatly expanded their programs. During the past two years, due almost wholly to the Emergency Conservation program, 422,000 acres, conservatively valued at $6,000,000, have been added, by gift or purchase, to state recreation systems.

Encouraged by existing camps, and the prospect of additional ones in the expansion program, Oklahoma, Arizona, Louisiana, Mississippi, Minnesota, Florida, Georgia, South Carolina, Pennsylvania, Ohio, Arkansas, Missouri, North Dakota, Maine, and Nevada have pending state legislation or appropriation items needed to place their park activities on a sound basis.

Allocation of camps for the fifth period, already agreed upon by the several agencies, and approved by Mr. Fechner, took no account of the existing 172 drought relief camps, of which 53 are on state parks. The program as now considered would involve their loss to park work since it was expected that they would be continued by camps to be created under the expansion program. Furthermore, forty-three state park camps now established in the fourth period were surrendered for the fifth period to other agencies for early placement in high altitude locations. Such losses would have a profoundly discouraging effect on state park development.

The National Park Service and the Land Program Administration have looked to the expansion program to provide camps to develop a number of recreation areas being set up under the Land Program, and thus actually realize a public value from these lands which the Federal Government is purchasing. These areas are needed to supply the recreational needs of metropolitan districts. On these worn out areas, as well as on many state parks, there is a direct forest protection, reforestation and erosion control task to be performed.

In view of these conditions, I recommend that Mr. Fechner be authorized to allot a total of 500 camps to state parks during the fifth period, there now being 348 camps established in the fourth period.[2]

Sincerely yours,

HAROLD L. ICKES

[13:OF 268:TS]

[1]Fechner had two appointments with Roosevelt on Feb. 6, 1935: one at 4 P. M., and another, in company with Commissioner of Education Studebaker, at 4:20 P. M. (PPF I—O).

[2]See *post*, 325.

322 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO ROOSEVELT

WASHINGTON, D. C., *February 12, 1935*

DEAR MR. PRESIDENT: This is in reply to your suggestion of February 8 to the Secretary of Agriculture and Chief of the Biological Survey, which read: "What would you think of a conference, starting under my auspices, between the Biological Survey, Forestry Bureau, Reclamation Service, to try to work out a definite plan as between these and possibly other Bureaus? If you think it wise let me know who should be at such a conference."

This is an excellent idea. In addition to the heads of the three agencies you mention, Mr. Darling, Mr. Silcox and Mr. Mead, it would be desirable to have present a representative of the National Resources Board, probably Mr. Charles W. Eliot, II.

A statement respecting the need for coordination in project planning is attached.

Sincerely yours,

H. A. WALLACE
J. N. DARLING

[13:OF I—F:TS]

323 *[Enclosure]*

Memorandum of Coordination

The universal practice of breaking down our endowment of natural environment in pursuit of specialized objectives has proved in many instances more destructive to the general good than beneficial to the interests for which the project was devised. Investigation to determine the contingent consequence before authorization in the field of our national public works program would save much post mortem remorse.

Highly specialized federal agencies have often pursued their specific objectives without adequate consideration for the effect on other conservation activities of contingent agencies. The result has been, frequently, an unconscious but conspicuous nullification by one agency

of the efforts of another equally responsible agency or agencies seeking to render service in the public interest. It is recognized that drainage projects, whether for reclamation of land, irrigation, mosquito control or water power dams, may have biological and economic consequences so destructive to contingent interests as to bring into question the ultimate value of the project.

The promotion of projects which permits of duplication, costly cancellation of efforts, and indeed the frustration of the paramount national conservation interest, is too primitive to be tolerated by an intelligent government. With activities in the interest of conservation greatly enlarged under this Administration, the responsibility for coordination is even greater than during the past when other Administrations tolerated this frequent cancellation of efforts.

A clearing house of public works planning for the nation with respect to conservation is essential. The National Resources Board has proposed the establishment of a permanent planning body responsible directly to the Chief Executive.

Pending Congressional authority to act as a clearing house and co-ordinator of public works conservation projects, there is an urgent need for voluntary collaboration between agencies of the government and agencies of the various States operating with federal funds.

If cooperative planning cannot be obtained voluntarily, even for the present, it is desirable that it be enforced by Administrative authority. It is desirable that veto power be exercised in the case of uncoordinated projects. The National Resources Board might possibly exercise veto power. It is doubtful whether public funds should be released, either for national or State projects, until provision has been made for coordination.[1]

H. A. WALLACE, Secretary
J. N. DARLING, Chief, Bureau of Biological Survey

[13:OF I—F:TS]

[1]Referring to the meeting proposed in the covering letter, an attached memorandum, Roosevelt to Early, Feb. 19, 1935, reads, "Will you please arrange this conference and also have Tugwell and Hopkins there?" No further mention of the proposed conference has been found in the Roosevelt papers.

324 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *February 12, 1935*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I approve the letter of January 25th from the Chairman of the National Resources Board,[1] in accordance with next to last paragraph providing for:

1. Adequate Federal appropriations to finance specific research projects which may be developed through a committee as outlined in the previous paragraph and which are shown to have national significance.

2. Generous support for scientific work carried on by the several branches of the Government.

I believe that these projects may be attained by allotment along definite lines from the proposed work fund. I should be glad to have the National Resources Board prepare a plan, remembering always that under the allotments to be made at least 90% of the amount expended must go to direct labor paid to persons taken from the relief rolls.

F.D.R.

[13:OF 1092:CT]

[1]Ickes urged Federal aid for a research program, to include stream pollution studies currently being carried on by the National Resources Board, and completion of the topographic mapping of the United States (OF 1092).

325 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *February 16, 1935*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I enclose copy of letter from the Director of Emergency Conservation Work[1] which answers the questions raised in your letter to me of February ninth. It seems to me that Mr. Fechner's letter provides for a reasonable allocation. It must be borne in mind that distribution of C. C. C. camps is advisable along two lines—first, geographical and, second, diversity of useful work.

F.D.R.

[13:OF 268:CT]

[1]Feb. 15, 1935 (OF 268), stating that he thought an allotment of 600 camps out of a total of 2916 for all types of park work would be proper.

326 ROOSEVELT TO JEAN SHERWOOD HARPER, Swarthmore, Pennsylvania

[WASHINGTON] *February 18, 1935*

DEAR JEAN: The enclosed comes from Mr. Darling. I would be entirely willing to have it made a national monument but this would have to come through Congressional action. I am asking Mr. Darling to speak to the delegations concerned.[1]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:PPF 1091:CT]

[1]This is in reply to Mrs. Harper's letter of Feb. 8, 1935, *ante*, 319.

327 *[Enclosure]* JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO ROOSEVELT

WASHINGTON, D. C., *February 14, 1935*

DEAR MR. PRESIDENT: The Okefenokee Swamp area should be a national monument. We have investigated it and find it well worthy of preservation.

A public road is now being surveyed to cross it. The Governor could and would, according to reports, stop the building of the road if there was a chance for Federal acquisition at a total cost of approximately one million dollars.

There are no funds available for that project that I can discover.

Very truly yours,

J. N. DARLING

[13:PPF 1091:T:COPY]

328 ROOSEVELT TO JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY

WASHINGTON, *February 18, 1935*

MEMORANDUM . . . In regard to Okefenokee swamp, why don't you try to get some Congressmen interested in the idea of a national monument? I hesitate to initiate the recommendation but some of the people on the Hill might do it.

F.D.R.

[13:PPF 1091:CT]

329 PRESS CONFERENCE, Hyde Park, February 27, 1935, 11:10 A.M.

[Excerpt] The President: . . . You can say that I am looking over my land that is to be planted this year—more trees.

Q: Whereabouts, Mr. President?

The President: Well, you wouldn't know if I told you. It is on the other side of the creek, at the back of what I call the Tompkins farm.[1]

It is way back, an old pasture that is grown over with white birch. I am cleaning off about six acres and going to plant it in the spring . . .

Q: What kind of trees are you planting down there?

The President: Whatever the State College of Forestry recommends. You see, we are using this as an experimental plot and it may be anything—European larch, Norway spruce, native red pine, poplar, any one of half a dozen things they have been working on.

Q: How many acres of your farm are planted according to this scientific formula, or can it be measured definitely?

The President: I should say there are probably about 300 acres of old woodland which have been, over a period of twenty-five years, improved each year, and about 100 acres that I planted myself for the State College—took it over for experimental work, and about 60 acres that they have done. You see, they have only been doing their experimental planting now since 1926 or 1927 and they do about eight or ten acres a year. We have tried all sorts of things, even Douglas fir from the West Coast. That takes a thousand years to grow.

Q: Is it growing?

The President: It is growing up awfully slowly.

Then we are carrying out other experiments with the planting of acorns, different types of oaks, and then I started another experiment to see whether the acorns from very old trees gave a better tree than the acorns from young or middle-aged trees. In other words, I have forgotten what the technical word is, but genetics of various kinds.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Part of the Roosevelt tenant farm on State Route 9—G.

330 ROOSEVELT TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *March 2, 1935*

MEMO FOR MAC: Will you arrange a conference for me with Secretary Ickes, Secretary Wallace, Bennett of Soil Erosion, and I want Richberg there too?

Will you give me the attached memoranda when they come?

F.D.R.

[13:OF 6—U:T]

331 *[Enclosure 1]* HUGH H. BENNETT, DIRECTOR, SOIL EROSION SERVICE, TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *February 23, 1935*

MEMORANDUM TO THE SECRETARY: . . . As you will recall, the Department of the Interior representative made application for a total of 943 of the new camps, including 533 camps for the Soil Erosion Service. It was our understanding that the Department of the Interior's request would be treated as a unit, but the breakdown of camps for Park Service prompts us to renew our application with the request that the President be asked to approve the allocation to the Soil Erosion Service of an adequate number of CCC camps to strengthen and supply the needs of the Soil Erosion Service program on agricultural lands. The Forest Service now has 1096 camps, of which 151 are erosion camps working on agricultural lands. The Soil Erosion Service now has 51 camps which are spread over 23 of our projects. At the present time we have 39 approved projects, leaving 16 projects without the supplementary labor resources of the CCC camps. The enlarged program of the Soil Erosion Service includes 50 additional demonstration projects which will in time grow to about 100 projects, each of which could be advantageously served by an average of 5 CCC camps.

It is our conviction that the time has arrived when the function of the Soil Erosion Service as a major agency to be responsible for erosion control on agricultural lands should be recognized. With such recognition it is expected that the CCC camps now under the jurisdiction of the Forest Service on agricultural lands duplicating in a less effective way the work of the Soil Erosion Service should be assigned to the Soil Erosion Service for administration. This recommendation in no way is intended to restrict or reduce the work of erosion control carried out by the Forest Service on the National Forest or range lands, or the National Park Service or other agencies on lands under their jurisdiction. The duplication and overlapping of erosion control work by CCC camps under the Forest Service often conflicts with the more complete program of the Soil Erosion Service. In the interest of greater efficiency and a more general approval of the Administration's attack upon the problem of

soil and water conservation, it is urgently recommended that steps be taken to remove the duplication and conflicts, and that the work of erosion be adequately coordinated between the Soil Erosion Service, and the Forest Service and other government agencies.

We, therefore, earnestly recommend that the President be requested to allot to the Soil Erosion Service 533 camps as proposed in your letter of February 6, 1935, to Mr. Robert Fechner, Director of Emergency Conservation Work; and that a coordination of erosion control work be effected as above outlined. The attached letter making such request has been prepared for your signature.[1]

H. H. BENNETT

[13:OF 6—U:TS]

[1]Not present.

332 *[Enclosure 2]* DONALD R. RICHBERG, EXECUTIVE DIRECTOR, NATIONAL EMERGENCY COUNCIL, TO ROOSEVELT

WASHINGTON, *February 28, 1935*

MEMORANDUM . . . Consolidation of Soil Erosion Service in Department of Agriculture: Following your directions, I have taken up the question of how to consolidate soil erosion work in the Department of Agriculture.

After discussion with Secretary Wallace and an extensive investigation by the Solicitor of his department, I can summarize the following conclusions:

1. The soil erosion work now being carried on in the Department of the Interior can be transferred to the Department of Agriculture by an Executive Order, since that work has been established in the Department of the Interior by the Public Works Administrator, acting under Title II of the National Industrial Recovery Act.

2. A comprehensive program, such as outlined in the bill proposed by the Secretary of the Interior, including a consolidation of the work of all agencies now engaged in this field, cannot be put in effect without legislation. The President's legislative authority under the Act of June 30, 1932, as amended, expired June 30, 1934.[1]

3. Soil erosion work outside of the Soil Erosion Service in the Department of the Interior is of a minor character, including the following: Office of Indian Affairs and Division of Grazing Control, both in the Department of the Interior; Tennessee Valley Authority, Emergency Conservation Work, Mississippi Valley Committee, California Debris Commission. These activities have such relative unimportance that a practical consolidation of soil erosion work can be effected by a transfer of the Soil Erosion Service in the Department of the Interior to the Department of Agriculture.

4. Under the terms of Title II of the National Industrial Recovery Act new expenditures cannot be made after June 16, 1935 and only the "remaining functions" of agencies established under the Act are to be transferred to such departments of the government as the President shall designate. Therefore, unless the new work relief appropriation provides for the continuance of this work, it would cease June 16th.

5. Apparently the Soil Erosion Service in the Department of the Interior anticipates the continuance of Soil Erosion Service, since agreements are now being entered into with

agricultural colleges and State Representatives of the Soil Erosion Service are being directed to prepare plans for carrying on Soil Erosion Service with relief workers.

If this work is to be consolidated in the Department of Agriculture, it would seem important to have the Service transferred immediately to the Department of Agriculture, which will eventually have the responsibility for carrying on the work. If this is your desire, the Solicitor for the Department of Agriculture should be directed to prepare an Executive Order providing for this transfer. After this is done, if the Department of Agriculture thinks further legislation advisable to authorize a comprehensive program, they will naturally prepare such a bill for your consideration.

I have not taken this matter up with the Secretary of the Interior, having simply acted on your instructions to determine what was necessary to transfer this service to the Department of Agriculture.[2]

[DONALD R. RICHBERG]

[13:OF 6—U:T]

[1]Title IV, "Reorganization of Executive Departments," of the Legislative Appropriation Act of 1932 (47 *Stat.* 382).

[2]Roosevelt had before him at this time a long statement by Bennett to Ickes, Jan. 22, 1935 (OF I), of what he considered to be the unwise soil conservation practices of the Federal Emergency Relief Administration.

333 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

[WASHINGTON] *Mar. 5, 1935*

MEMORANDUM FOR THE PRESIDENT: Over twenty bills have been introduced this session of Congress, in both House and Senate, proposing to establish "Authorities" similar to the Tennessee Valley Authority in various parts of the Country. These bills usually authorize an initial appropriation of $50,000,000 for each project, and it is estimated that all of the programs together will eventually call for at least $4,000,000,000 to complete them. These proposals affect the following river systems: (1) Upper Mississippi; (2) Columbia; (3) Missouri; (4) Arkansas; (5) Sacramento-San Joaquin (Calif.); (6) Cumberland (Ky.-Tenn.); (7) Wabash-White (Ind., Ill., O.); (8) Kanawha Monongahela (W. Va.); (9) Brazos (Texas); (10) Connecticut; and (11) Merrimac (N.H.)

The Upper Mississippi Valley Authority proposal has been referred by the Senate to the War Department which reported unfavorably. This proposal and the Columbia Valley Authority proposal have likewise been referred to the Department of Agriculture for report and the latter awaits advice as to whether or not it should state these legislative measures to be in accord with the financial program of the President.

It is respectfully suggested that you indicate whether or not these various regional development programs are in accordance with your financial program.[1]

[DANIEL W. BELL]

[13:OF 79:CT]

[1]Answered below.

334 ROOSEVELT TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *March 6, 1935*

MEMORANDUM FOR THE ACTING DIRECTOR OF THE BUDGET: I have consistently said that I thought no new Authorities should be established this year but that I can take care of preliminary regional set-ups out of the Public Works program.

F.D.R.

[13:OF 79:CT]

335 SENATE SPECIAL COMMITTEE ON CONSERVATION OF WILD LIFE RESOURCES TO ROOSEVELT

[WASHINGTON] *March 6, 1935*

DEAR MR. PRESIDENT: Under the provisions of the Taylor Grazing Act, the last of the public domain of any value is now in the process of being apportioned out to the grazing interests.

Situated in these proposed grazing districts are certain hereditary game ranges harboring the remnants of many of our big game wildlife species.

No Federal program for the perpetual preservation of these national wildlife assets has ever been formulated and no federal lands appropriated to carry out such a policy. While the chief responsibility may be presumed to rest in the States, it is certain that the Federal government has a definite national responsibility which it has never exercised to see that the valuable wildlife species are permanently preserved.

It is therefore the opinion of this Committee that the hereditary game reservoirs, as specified by the Biological Survey, be withdrawn from the public domain for game by Executive Order before the grazing districts are established. After the grazing districts are once established all game will be subject to the generosity of the grazing administrations.

It should be added that the game areas having been once withdrawn and the title to the land given to game, these same areas may be administered for grazing so long as the grazing privilege is not abused. The important item for consideration therefore is that the game areas be withdrawn before and not after the last of the Federal domain is given away.[1]

Respectfully submitted,

SPECIAL COMMITTEE ON CONSERVATION OF WILDLIFE RESOURCES, UNITED STATES SENATE

by /s/ CARL D. SHOEMAKER

[13:OF 378:CT:COPY]

[1]Referred to the Agriculture and Interior Departments for reply.

336 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *March 7, 1935*

DEAR MR. PRESIDENT: Congressman Marvin Jones called me up early this week saying that he had a bill providing for setting up the Soil Erosion Service in a permanent way in the Department of Agriculture. He indicated that he didn't want to get his wires crossed and understood that action was in prospect from this end and that you were perhaps contemplating handling the Soil Erosion Service for a while longer on a temporary basis. He said if action was not contemplated on this end, that he would like to push his bill. I told him over the telephone that you had talked to me about it and I thought it would be wise if he would delay matters for the time being.

Enclosed I am sending you a clipping from the New York *Times* of February 25. On examination of the publication of the Department of Interior referred to in this New York *Times* article, I find that the Soil Erosion Service is apparently engaging in a great variety of agricultural work. There are articles in this bulletin on "Sweet Clover Planting," "Limestone," "Planting Oats," "Methods of Strip Cropping," etc. The work of the Soil Erosion Service is excellent but it is largely agricultural work and done in cooperation with the Agricultural Experiment Stations and Extension Services on individual farms.

I have the feeling that Secretary Ickes has no illusions whatever as to the character of the functions of the Soil Erosion Service and where it belongs but he is holding on to it because he thinks it is good trading stock. I know you don't want any fights within your family and I am sure that I don't want any disagreement within the progressive segment of the family; nevertheless, I am certain that inasfar as the Department of Interior deals with agricultural matters and with farmers, there is likely to be eventual serious trouble.[1]

Respectfully yours,

H. A. WALLACE

[13:OF 6—U:TS]

[1]Jones, chairman of the House Committee on Agriculture, introduced H. R. 7055, "To provide for the protection of land resources against soil erosion," on March 11, 1935. By March 27 some half-dozen other Senate and House bills to provide for a permanent soil erosion service had been introduced. Two, H. R. 6432 and H. R. 6455, would have placed the proposed new agency under Interior *(Cong. Rec.*, 74th Cong., 1st sess., 79:3, 2821, 2984, 3066, 3180; 79:4, 4133, 4577). Ickes says that Roosevelt had told him that he would not oppose legislation placing soil conservation permanently in the Interior Department and that he had then caused the filing of bills for that purpose *(Ickes' Diary*, I, 325).

337 ROOSEVELT TO JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY

WASHINGTON, *March 9, 1935*

MEMORANDUM FOR HON. J. N. DARLING: Senator Norbeck is tremendously interested in game preservation. Perhaps you will show him the map you showed me. He can be counted on to help us in every way.

I think I have sold the Secretary of the Interior on the idea of giving game the first consideration in the localities marked, then letting public lands authorize limited grazing, but only after certificate from you that such grazing will not affect the wild life.

If there is any hitch in this, let me know.[1]

F.D.R.

[13:OF I—F:CT]

[1]To resolve the differences between the Grazing Division (Interior Department) and the Bureau of Biological Survey (Agriculture Department), Roosevelt first considered settling all cases personally in instances where the two agencies could not agree. Irving Brant told him (at the White House on Jan. 25, 1935), that this would make him superintendent of every wildlife refuge in the country. Later Roosevelt proposed that the Biological Survey decide how many head of livestock should graze in an area at any one time, and the Grazing Division should decide whose livestock should graze there (Irving Brant to the director of the Franklin D. Roosevelt Library, May 3, 1954). Apparently it was this proposal that is here referred to.

338 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *March 20, 1935*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I have had a very satisfactory talk with Mr. Bennett of the Soil Erosion Service.[1] Mr. Bennett is most appreciative of the splendid cooperation which he has had from the Department of the Interior, and I want to make it perfectly clear to you that he has not in any shape, manner or form, advocated a transfer of the Soil Erosion Service to the Department of Agriculture.

Nevertheless, after full consideration of the functions involved, and leaving out all other considerations—which is after all the only way in which I have any right to look at the problem—I have definitely concluded that as a matter of function, the Soil Erosion Service should be transferred to the jurisdiction of the Department of Agriculture.

The functional work involved is concerned more with agriculture than with any other broad subject.

In view of this will you be good enough to ask the Public Works' administrative body to pass the necessary Resolution making the transfer? I think no Executive Order is necessary because the Soil Erosion Service was originally set up in the Department of Interior by Resolution of the Public Works Administration.[2]

F.D.R.

[13:OF 6—U:CT]

[1]Roosevelt decided to call Bennett to the White House after receiving Wallace's letter of March 7, 1935 *(ante,* 336). With Bennett were Donald R. Richberg, Executive Director of the National Emergency Council, and Walter C. Lowdermilk, associate director of the Soil Conservation Service (PPF I—O).

[2]This letter was received in Ickes' office during his absence in Florida but he was informed by telephone of the President's decision on March 21. He at once asked that the matter be postponed until his return but was told that the President wanted a special meeting of the Public Works Board at once. Ickes thereupon gave his sanction to the meeting of the board, which passed the necessary resolution on March 22 *(Ickes' Diary,* I, 325-326; Ickes to Roosevelt, March 21, 1935, OF 6—U). Ickes, as Federal Works Administrator, signed a directive making the transfer on March 23 and Roosevelt approved it on March 25, 1935 (OF 6—U).

339 ROOSEVELT TO NELSON C. BROWN, New York State College of Forestry,

Syracuse University, Syracuse, New York

[WASHINGTON] *March 20, 1935*

DEAR NELSON: Many thanks for that interesting letter.[1] I am delighted to have your comments. Also, I shall be very happy and proud to have the new book dedicated to me. My only difficulty is the question of a Foreword. I have had to turn down relatives, college chums, etc., in the matter of Forewords, and I greatly fear I cannot make an exception.[2]

By next autumn I expect to have seventy-one additional acres at Hyde Park—north of the stone cottage—nearly all of it excellent land for planting. It was in fields up to about twenty years ago and now has light brush or heavy weeds on it—not much of a job to clear it. Most of it lies higher than any planting we have done yet.

When I get up to Hyde Park in the spring I hope that you and Professor Heiberg can run down and I will show it to you.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:PPF 38:CT]

[1]March 15, 1935 (PPF 38), saying that he thought that Article X of the NRA Lumber Code was a step in the right direction but should not be administered by the Agriculture Department; that the revised form of the Shelterbelt would now be approved by foresters generally; and that the Government should not do its own logging and lumber manufacturing in the national forests.

[2]Brown had asked Roosevelt to write a preface to his forthcoming book, *A General Introduction to Forestry in the United States* (New York: John Wiley, 1935).

340 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *March 22, 1935*

DEAR HAROLD: I would certainly have waited in the matter of the Soil Erosion Bureau except for the fact that a very difficult situation started to come to a head on the Hill. I had already talked with Bennett, who, I think, preferred personally to stay in Interior because of the splendid treatment you have given them. Nevertheless, I had to decide the matter from the point of view of common sense administrative lay out and charting and there is no question that Soil Erosion has more to do with Agriculture activities than with Interior activities. I know you will understand.[1]

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—U:CT]

[1]This is in reply to Ickes' telegram of March 21, 1935 (OF 6—U), protesting Roosevelt's decision to transfer the Soil Erosion Service to the Department of Agriculture. An attached note reads, "Please send by hand immediately." The Soil Erosion Service became the Soil Conservation Service of the Department of Agriculture under the act of April 27, 1935: see *post*, 349.

341 ROOSEVELT TO REVEREND A. C. MILLAR, EDITOR, *The Arkansas Methodist,* Little Rock, Arkansas

[WASHINGTON] *March 22, 1935*

MY DEAR MR. MILLAR: I was delighted to have your report on visiting Soil Erosion Project No. 17 and I hope that as you make other visits to any of the conservation projects you will favor me with your impressions.[1]

I agree with you that terracing is a valuable means of preventing soil erosion, but it does require discriminating use. There are undoubtedly areas where reseeding and other vegetative means may be employed more satisfactorily. There is also the possibility, in some areas, of so changing uses to which the land is now put—putting more land in grass and trees and less in cultivated crops, for example—as to offer considerable hope. I feel that the work of the Soil Erosion Service and other Federal and State agencies cooperating in erosion control is slowly but surely persuading farmers that such control is, in fact, both an individual and patriotic duty.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

EM

[13:PPF 2364:CT]

[1]Millar had urged Roosevelt (March 2, 1935, PPF 2364), to call upon Mississippi Valley farmers to terrace their farms as a solution to the soil erosion problem.

[2]Drafted by the Agriculture Department.

342 ROOSEVELT TO SENATOR DUNCAN U. FLETCHER OF FLORIDA

MIAMI, FLORIDA, *March 30, 1935*[1]

MY DEAR SENATOR FLETCHER: Your letter of March eleventh deals with a subject near to my heart.[2] As indicated by my letter of January second to the Governors, I desire to advance the cause of forest conservation in correlated programs covering both Federal and State activities by every means at my command. Among other things, this will obviously require legislation.

As to Federal legislation, I have only been awaiting the most favorable opportunity to present a program for the consideration of Congress. What I have in mind is a rounding out of existing legislation supplemented by new provisions and altogether something which will supply an organic basis, so far as we can now foresee it, for the next ten or fifteen years.

It will be necessary to provide for such things as public acquisition of forest lands, a strengthening of the provisions for making existing national forests and those to be acquired fully productive, and in doing so to afford the opportunity for the relief of unemployment and stabilization of local communities, an authorization of the shelter belt, a well coordinated program of forest research, and finally, comprehensive provision in a variety of fields for stimulating and insuring both State and private activities.

Accordingly, I hope in the near future to get in touch with you and possibly other leaders in the Senate and the House as to the best means for obtaining the enactment of such a legislative program.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 149:CT]

[1]Roosevelt left Washington March 25 for a vacation spent cruising in the Bahamas on Vincent Astor's yacht *Nourmahal.* He returned to Washington April 9.

[2]Fletcher referred to Roosevelt's letter to the state governors of Jan. 2, 1935 *(ante,* 307), and asked for suggestions on legislation for the promotion of reforestation (OF 149).

[3]Drafted by the Forest Service.

343 ROOSEVELT TO HERMAN COPE, PENNSYLVANIA FORESTRY ASSOCIATION, Philadelphia

[WASHINGTON, *April 9, 1935]*

MY DEAR MR. COPE: Your letter to me under date of February twenty-eighth,[1] and your letter to Mrs. Roosevelt under date of February sixth, reflect the high ideals and unselfish public interest which have characterized the Pennsylvania Forestry Association throughout its useful and constructive life. I wish it were practicable to act fully and promptly upon your request. Any proposal to preserve the fast dwindling remnants of the virgin forests with which our Nation originally was endowed strongly appeals to me.

The fact that the Federal Government by acquiring and conserving the Tionesta tract will preserve to posterity an example of the original hemlock-hardwood forest of northwestern Pennsylvania is a source of deep gratification to me. While the cost was relatively high I deem it justified by the scientific, inspirational and material benefits which will result.

Additional and larger investments in virgin forest in the same limited area, however, would have to be weighed against other urgent requirements of a sound forest program. There doubtless are other places where the same high considerations that dictated the purchase of the Tionesta tract equally will demand recognition and special action. Purchase elsewhere of tracts of virgin timber may be of wider and possibly much greater public benefit than that which would follow the enlargement of the Tionesta tract to double or triple its present proportions.

While my personal desires accord with your own, I must face the fact that if any appreciable part of the Federal funds available for forest purposes is concentrated in small areas of exceptionally valuable timber, other critical phases of the forest problem will continue without remedial action because of lack of funds. The recent report of the National Resources Board[2] suggests ultimate need for public ownership of one hundred and seventy-eight million acres of forest lands now privately owned. Possibly three-quarters of a billion dollars of public funds will be required to carry the program to fruition. In the present financial situation it would be difficult to make one-tenth of that sum available in the immediate future. Investments in heavily timbered lands, therefore, must be made discriminatingly and with the objective of distributing the benefits as widely as possible.

The economic and social considerations also demand attention. I am told that if the lands to which you refer were withdrawn from industrial utilization, nine hundred to one thousand men would be added to the unemployed population and the economic life of a sizable community would be disrupted, as the Federal activities on the acquired lands would not markedly offset the cessation of industrial activity. It is, of course, true that present processes of forest exploitation ultimately will lead to the same result but only after a period of several years during which transitional readjustments would be practicable.

The foregoing circumstances will, I am sure, give you an appreciation of how difficult it would be to comply with your request, much as I should like to do so.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] 4/9/'35

[13:OF 149:CT]

[1]Cope, a member of the Committee on Virgin Forest Areas of the Pennsylvania Forestry Association, urged acquisition by the Government of an 8,000-acre primitive hemlock-hardwood forest near Sheffield, Pennsylvania, which was about to be lumbered (OF 149).

[2]*Report on National Planning and Public Works in Relation to Natural Resources* (Washington, 1934).

[3]Drafted by the Agriculture Department.

344 ROOSEVELT TO GOVERNOR ALF M. LANDON, Topeka, Kansas

[WASHINGTON] *April 11, 1935*

MY DEAR GOVERNOR LANDON: Following your telegram of March 20th,[1] and at the request of Senator Capper and other members of the Senate and House of Representatives from the drought areas, I directed an investigation to be made by the Department of Agriculture and the Federal Emergency Relief Administration with the view of determining what remedial measures might be taken in connection with the disastrous dust storms referred to in your wire.

I am now informed that a project involving strip listing and cross plowing has been developed by the Department of Agriculture, and that in cooperation with the Emergency Relief Administration of the affected states, the Department is putting this project into effect.[2]

Trusting that the measures taken and to be taken will be effective, I am, Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 732:CT]

[1]Landon urged (OF 732) that wind erosion be controlled "by listing with uniform and concerted action on a wide area of several state," and that the Government furnish the necessary feed, gasoline and oil to do this.

[2]Drafted by the Federal Emergency Relief Administration.

345 ROOSEVELT TO REPRESENTATIVE WILLIAM M. CITRON OF CONNECTICUT

[WASHINGTON] *April 12, 1935*

Personal

DEAR MR. CITRON: I am much interested in your letter.[1] Before I can really consider going along with any further Regional Authorities, such as a Connecticut Valley Authority, it seems to me that there should be a fairly unanimous sentiment in the area affected. Do you think that the Governors of Vermont, New Hampshire, Massachusetts and Connecticut would support the idea of an Authority? Each of these States would be affected in more ways than one.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 834:CT]

[1]April 10, 1935 (OF 834), asking support for his bill (H. R. 4979) to establish a Connecticut Valley authority. This provided for reforestation, elimination of pollution, construction of roads and recreational grounds, flood control and development of hydroelectric power.

346 ROOSEVELT TO JOSEPH PULITZER, PUBLISHER, ST. LOUIS *Post-Dispatch*

[WASHINGTON] *April 19, 1935*

Personal

DEAR JOE: The logic of your editorial in the St. Louis *Post-Dispatch* is indeed clearly stated and I shall be very happy if in the last analysis we find that such regulations as are necessary to properly conserve the breeding stock of migratory waterfowl do not conflict too violently with your convictions.[1]

Between a closed season and a short open season with whatever rigid restrictions may be necessary, the latter seems to me to offer, if wisely devised, an equivalent in conservation possibilities without the general disruptions of State game and Federal mechanisms which would certainly follow in the wake of a closed season.

I am forced to the conclusion that some sacrifice by the hunters will have to be made which will reduce the number of ducks killed this season, and that such restrictions must continue until such a time as natural conditions with the aid of our restoration program may allow a liberalization of the regulations.

The time-honored custom of wildfowling is not to be lightly snatched away but having tentatively resolved in favor of an open season it seems likely that added restrictions should be applied to those practices which are responsible for the heaviest kill.

Knowing your great interest is typical of the thoughtful duck hunter, I assure you your counsel on this question is greatly appreciated and will not be lightly considered.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 2403:CT]

[1]Writing to Roosevelt April 2, 1935 (PPF 2403), Pulitzer objected to proposals for a closed season on ducks and for a prohibition of the shooting of ducks from baited feeding waters. The editorial is not present.

[2]Drafted by the Bureau of Biological Survey.

347 REPRESENTATIVES OF THE NAVAJO PEOPLE OF ARIZONA AND NEW MEXICO TO ROOSEVELT

WASHINGTON, D. C., *April 19, 1935*

MY DEAR MR. PRESIDENT: We are here in behalf of our Navajo people of Arizona and New Mexico to express to you their unbounded gratitude and ours for the great interest and consideration you are giving to the welfare and the advancement of the American Indians, especially the Navajo people. Under your farseeing administration and inspiring leadership they have started a movement to take their rightful place in the life of this republic.

Like the rest of our fellow citizens, we, the Navajo people, have experienced the almost complete collapse of the economic and social structure of our tribal and individual life. Almost too late we suddenly realized that our reservation was overstocked with sheep, goats, horses and cattle, far beyond its carrying capacity, our soil was rapidly washing away, and our grazing resources being constantly depleted. This alarming situation called for drastic measures for tribal rehabilitation and readjustment which we are now endeavoring to carry through by cutting down our livestock towards the carrying capacity of grazing lands, by developing all subsistence farming possibilities, by developing reservoirs, springs, and wells so that water may be more evenly distributed, by establishing soil erosion service stations and projects, and by making use of various other means for the restoration of grazing resources.

In this inevitable drastic process of rehabilitation and adjustment, especially in the reduction of sheep and goats, some of our old people, not being physically able to make a living by other means, have been forced to depend upon direct relief for support. It is extremely difficult to secure relief for these people through state relief administrations. We believe that if it is at all possible some provision should be made through some established Federal agency for the direct care of our indigent Indians.

One other matter concerns us greatly and that is health. Trachoma is at present our greatest enemy, aided frequently by epidemics of infectious diseases, which can only be eradicated or brought under control by more hospitals adequately equipped, more highly trained doctors and nurses. We will most deeply appreciate your consideration of these problems with the hope that you may help us materially in solving them.

Mr. President, once more we express our deep gratitude for your great humanitarian administration of the national affairs and for your devotion to the preservation and protection of the natural resources of our country. In all your efforts we are with you.

In closing we extend to you a hearty invitation to come and visit us in the southwest, where the skies and the landscape are so restful and the sun so friendly.

Respectfully,

BILLY PETE
NAL NISHI
BICENTI BEGAY
HENRY TAHUÑA [?]
THOMAS H. DODGE
DESHNA CLAK CHIRCHILLIGE [?]
GEORGE BANCROFT
ALLEN NESKAHI
JOHN PERRY[1]

[13:OF 296:TS]

[1]This petition was presented to Roosevelt by the Navajo delegation in person, in company with Indian Affairs Commissioner John Collier, on the date indicated.

348 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *Apr. 27, 1935*

MY DEAR MR. MCINTYRE: On April 24, 1935, by direction of the President, you sent to me, with request for advice as to whether there is any objection to its approval, the following bill: H. R. 7054, An Act to provide for the protection of land resources against soil erosion, and for other purposes.

I have referred the bill to the Secretary of Agriculture and am transmitting herewith the reply of the Secretary, dated April 26, 1935, in which he advises that approval of the bill is recommended.

The bill establishes in the Department of Agriculture a new agency to be known as the "Soil Conservation Service" and provides that the Secretary of Agriculture, from now on, shall coordinate and direct all activities with relation to soil erosion in accordance with the policy therein set forth. It authorizes the use of all unexpended balances of funds heretofore allotted to the soil erosion organization established under sections 202 and 203 of the National Industrial Recovery Act; provides that funds provided in the Emergency Relief Appropriation Act, 1935, for soil erosion, shall be available for expenditure under its provisions; and authorizes the appropriation, from time to time, of such sums as Congress may determine to be necessary.

I recommend approval of the above bill, which is returned herewith.

Very truly yours,

D. W. BELL

[Notation: A] Approved 4/27/35.

[13:BUDGET BUREAU ENROLLED BILLS:TS]

349 *[Enclosure]* HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO DANIEL W. BELL

WASHINGTON, D. C., *April 26, 1935*

DEAR MR. BELL: Under date of April 24 you sent to me the engrossed bill H. R. 7054 for the purpose of obtaining my comments thereon.

The bill referred to is considered by this department to be highly important and essential legislation. Its provisions are based upon extensive studies made in this Department and also in the Department of the Interior as to the type of legislation needed to provide an effective basis and the necessary authorities for a practical and permanent national program of erosion control and soil conservation. Extended hearings were held on the measure in the House of Representatives and the Senate, and the bill was passed in both branches unanimously by acclamation. The legislation in its final form provides basic authorities considered by this department to be essential to the proposed program. Approval of the measure is recommended.

The Act does not make any appropriations, it being contemplated that during the initial part of the program the work will be financed from the funds provided in H. J. Resolution 117, "An Act making appropriation for relief purposes." There are, however, authorized to be appropriated for the purpose of the Act such sums as Congress may from time to time determine to be necessary. Such appropriations may be sought at future sessions of Congress and, insofar as any departmental recommendations are concerned, would be subject to the usual budgetary procedures.[1]

Sincerely yours,

H. A. WALLACE

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]H. R. 7054 was introduced by Representative Dempsey (N. M.) on March 27 and passed by the House on April 1, 1935. The bill declared the wastage of soil and moisture resources on farm, grazing, and forest lands to be a menace to the national welfare, and that it was the policy of Congress "to provide permanently for the control and prevention of soil erosion." It provided for a Soil Conservation Service under the Secretary of Agriculture; he was authorized to conduct investigations, carry out preventive measures and acquire lands. There was only commendation of the bill in the House, and no opposition to it in the Senate except that King (Utah) objected to the transfer of soil conservation activities from Interior to Agriculture. In the Senate the bill was amended by adding the word "permanently" to its statement of policy, and by including in the objectives of the bill the protection of public health. The Senate passed the bill April 15 but on the next day King moved to reconsider on the ground that administration of the law should be by the Interior Department. This motion he withdrew (April 19) after making a lengthy statement on the importance of soil conservation *(Cong. Rec.,* 74th Cong., 1st sess., 79:4, 4577; 79:5, 4803-4810, 5644-5645, 5734; 79:6, 6012-6014, 6016-6018). The bill as reported to the House is printed *ibid.,* 79:5, 4804. The act was approved April 27, 1935 (49 *Stat.* 163). A study of the Soil Conservation Service is found in Charles M. Hardin, *The Politics of Agriculture* (Glencoe, Ill.: The Free Press, 1952).

350 ROOSEVELT TO FERDINAND A. SILCOX, FORESTER, FOREST SERVICE

WASHINGTON, *May 3, 1935*

MEMORANDUM FOR HON. F. A. SILCOX: If you have not got accurate figures as to the number of men who could be permanently employed per hundred acres of national forests, State forests or private forests, would it be a good idea to send someone to Europe this summer to get us this data? I do not think we know much about this problem in this country. They have been at it for hundreds of years in Europe. In other words, would it not be a good idea to see how they are working out unemployment under stabilized conditions of foreign management?

I think we could get a qualified man to do it for expenses.[1]

F.D.R.

[13:OF I—C:CT]

[1]Answered June 18, 1935 (OF I—C), saying that Wallace had already arranged to send up to five foresters to central Europe in 1935 to study the problem.

351 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *May 11, 1935*

MEMORANDUM FOR THE PRESIDENT: There has been submitted to me by the Secretary of Agriculture, with request for advice as to its relation to your financial program, a copy of his proposed favorable report on H. R. 6914, a bill—"To authorize cooperation with the several States for the purpose of stimulating the acquisition, development and proper administration and management of State forests and coordinating Federal and State activities in carrying out a national program of forest-land management, and for other purposes."

Briefly, the bill prescribes the following plan to effectuate its purposes, as stated in its title, viz:

1. The Secretary of Agriculture is authorized to enter into cooperative agreements with any State or States under which the Federal Government will acquire, by purchase or otherwise, such forest lands within the cooperating State as, in the judgment of the Secretary, the State is adequately prepared to administer, develop, and manage as State forests.

2. All purchases of forest lands must first be approved by the National Forest Reservation Commission.

3. Lands purchased by the Federal Government are to be turned over to cooperating States, which States shall bear the entire cost of administering, developing, and managing them as *State* forests.

4. One-half of the gross proceeds from all lands covered by cooperative agreements, and to which the United States holds title, is to be paid by the States to the United States and covered into the Treasury. All such payments are to be credited to the purchase price paid for the lands and when the United States has thus been reimbursed the title to the lands is to be transferred to the State or States concerned.

5. There is authorized to be appropriated for the purposes of the bill $20,000,000.

The proposed report of the Secretary of Agriculture states that the Department is wholly in favor of the bill; that the areas to be purchased will help to balance the broad national program of public forest-land ownership; that such purchases will make available more forest land for development under the President's relief work program; and that increased State forest-land ownership will have an important stabilizing effect upon State forestry organizations, stimulate State-wide public responsibility and strengthen broad State leadership in forestry, and aid materially in building up the forest resources of the nation.

The Secretary of Agriculture states that the bill is in line with a recommendation of the Land Planning Committee of the National Resources Board that 77,000,000 acres of forest land be in States' ownership by 1960. At present State forest lands amount to about 17,000,000 acres. At an average of $3 per acre (which the Forest Service tells me is a fair figure to use) there could be purchased approximately 7,000,000 acres with the $20,000,000 authorized by the bill. This would leave 53,000,000 acres to be acquired, presumably by the States.

Under a most liberal calculation, reimbursement to the Federal Government of its investment of $20,000,000 from one-half of the proceeds of the land acquired will take at least fifty years. No interest on this investment is provided for, which, assuming an average rate of 2% (which may prove too low), would, in fifty years, amount to $10,200,000, on the basis of an annual reduction in principal of $400,000. This would be a direct subsidy.

I seriously doubt that the States would be "stimulated," as suggested by the Secretary of Agriculture, in the building up of their forest reserves to the extent of expending some $159,000,000 in acquiring the remaining 53,000,000 acres of land by reason of the Federal Government's purchase of the first 7,000,000 acres. On the other hand, I think it safe to predict that the bill under discussion will be followed by others of like character, the precedent of Federal aid in this respect having been established.

With the expenditure of the $30,000,000 of emergency funds which have been allotted for the purchase of additional forest lands there will be approximately 162,000,000 acres in our National Forests. Possibly additional funds for purchase of National forest lands are to be made available by you from the Emergency Relief Appropriation Act, 1935. Our annual bill for the Forest Service is now approximately $21,000,000 excluding purchase of lands.

I am enclosing a copy of H.R. 6914, together with a copy of the proposed report of the Secretary of Agriculture thereon, and respectfully request that I be advised as to the relation of this proposed legislation to your financial program. My recommendation is that I be authorized to advise the Secretary that it would not be in accord with such program.[1]

D. W. BELL

[13:OF 79:TS]

[1]Answered *post*, 353.

352 ROOSEVELT TO JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY

WASHINGTON, *May 13, 1935*

MEMORANDUM FOR HON. J. N. DARLING: Have you got to the point where you need some help in getting coordination with the Reclamation Service straightened out? If so, let me know and I will arrange a joint meeting.[1]

F.D.R.

[13:OF I—F:CT]

[1]A notation on this memorandum indicates that it was inspired by a letter from William L. Finley of Portland, Oregon, a field naturalist of the American Nature Association, stating that the Reclamation Service was nullifying the work of the Biological Survey. (The letter is not present; see *post*, 392.) Darling replied (May 23, 1935, OF I—F) that Ickes was sympathetic but that the destruction continued. On June 13 Early reported to McIntyre (OF I—F): "Ding Darling has not 'gotten anywhere with the Reclamation Service.' As a matter of fact the situation has come to an impasse and a conference with the President is necessary. Darling thinks that the President should also see Secretary Ickes and Director Mead of the Reclamation Service—having them present when he sees them." Ickes, Mead and Darling conferred with Roosevelt on June 14, 1935 (PPF I—O), with what result is not clear. Ickes mentions the meeting in his *Diary* (I, 376), saying that he was in sympathy with what Darling was trying to do and was willing to help him out wherever he could. Another meeting to resolve the differences between the Biological Survey and the Reclamation Service was held July 22.

353 ROOSEVELT TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *May 14, 1935*

MEMORANDUM FOR THE ACTING DIRECTOR OF THE BUDGET: I cannot approve an appropriation of $20,000,000 to buy forest lands for the States.[1] It would be a splendid thing to do but this year we cannot afford it.

Will you be good enough to tell this to the Secretary of Agriculture?

F. D. R.

[13:OF 149:CT]

[1]Roosevelt here referred to Bell's memorandum of May 11, 1935, *ante*, 351.

354 ROOSEVELT TO LITHGOW OSBORNE, NEW YORK STATE CONSERVATION COMMISSIONER, Albany

WASHINGTON, *May 15, 1935*

[Telegram] You have my best wishes for a successful celebration of the fiftieth anniversary of a conservation policy in New York State.[1] The prudent use and wise development of our resources is necessary for self preservation. Conservation agencies of the Federal Government have cooperated with the State for many years and all proper movements in this direction have my unqualified support.

FRANKLIN D. ROOSEVELT

[13:PPF 771:CT]

[1]Forest conservation in New York State is considered by many conservationists to date from the Forest Commission Act of 1885. This established a forest commission to make regulations for the administration of the state forest lands.

355 SCOTT LORD SMITH, M. D., TO ROOSEVELT

POUGHKEEPSIE, N. Y., *May 24, 1935*

DEAR MR. ROOSEVELT: The polluted waters of the Hudson River have for a long time been the source of worry and disgust to the people of eastern New York State. Some day that extreme degree of pollution by sewage will have to be remedied. Would it not be possible to make a beginning in this direction now?

When the late Herman Biggs was Commissioner of Health[1] and I was trying to get him to bring pressure on the communities, especially Poughkeepsie, to take their sewage out of the river, he told me that his engineers estimated that the cost of clearing up the Hudson, the Mohawk, and the small tributaries would be approximately one hundred million dollars. Furthermore, that until New York City began to take steps to clear up the cesspool it was making of its harbor with its own sewage, it was hardly worth while to spend so much money

higher up the river.

At the risk of adding one more mite to your mass of detail, I am sending this question directly to you.[2]

With best wishes for all of you, I am, Sincerely yours,

SCOTT LORD SMITH

[13:PPF 2567:TS]

[1]New York State Commissioner of Health, 1914-23.

[2]Answered *post,* 361.

356 SENATOR DUNCAN U. FLETCHER OF FLORIDA TO ROOSEVELT

[WASHINGTON] *May 25, 1935*

DEAR MR. PRESIDENT: Your encouraging letter of March 30, from Miami, in which you declared your intention to advance a program including comprehensive provision for stimulating and insuring both state and private forestry activities, leads me to emphasize the urgent need of adequate forest credits legislation by the present Congress.

Recognizing this need, I introduced rather late in the 73rd Congress a proposal to amend the Reconstruction Finance Corporation Act so as to permit loans to private owners, who should engage in sustained yield forest management. Prior to writing you on March 11, I had introduced a somewhat similar proposal, which I am inclined to believe is favored by the United States Forest Service and other public agencies, as well as private industry.[1]

A cooperative study of the forest credits problem by the Forest Service and the Farm Credit Administration has resulted in a suggestion for permanent legislation, designed to meet fully the special credit requirements of sustained yield forest industry. I enclose tentative draft of a bill to cover this, which I am disposed to substitute for my bill pending before the Banking and Currency Committee.[2]

This tentative draft embodies the cooperative principles proven by nearly twenty years' experience of the Federal Land Bank. It provides essential credit facilities to the owners of over 257 million acres of forest land which the National Resources Board estimates will remain in private ownership—even should the Board's program of public acquisition be carried out. These facilities are similar to those now extended by the Farm Credit Administration to owners of agricultural lands.

The provisions advanced in this tentative draft are consistent with the policy of your administration to organize financial institutions under public control capable of extending credit to industry. It proposes to do this at the least administrative cost by placing the Forest Credits Institution under the capable control of the Farm Credit Administration but endowed with the prestige its importance justifies, by setting up a Forest Credits Division therein.

While the comprehensive forest program as a whole might await a more favorable opportunity for presentation to the Congress, there are, nevertheless, certain features concerning which the need for immediate action is so pressing that special bills have been introduced. To illustrate, I mention H. R. 6914 which provides for Federal aid in the

acquisition of State Forests and the stabilizing of State Forestry enterprise, passed by the House of Representatives on May 22. This suggested forest credits legislation is equally vital to the stabilization and advancement of private forestry.

I would appreciate your having this proposal examined as soon as may be possible and favoring me with your views regarding same.

Respectfully and sincerely,

DUNCAN U. FLETCHER

[13:OF 149:TS]

[1]On May 14, 1934, Fletcher introduced S. 3612, "to amend the Reconstruction Finance Corporation Act so as to extend the provisions thereof to private corporations to aid in constructing and maintaining facilities for the marketing, storing warehousing, and/or processing of forest products . . ." On June 12, 1934, he introduced S. 3785, with the same title. On Jan. 10, 1935, he introduced S. 669, similar to the two other bills except that its provisions were extended to associations and individuals as well as to corporations *(Cong. Rec.,* 73d Cong., 2d sess., 78:8, 8732; 78:10, 11110; 74th Cong., 1st sess., 79:1, 252).

[2]The draft is present. The pending bill, "A Bill to provide for extending credit to aid in the conservation and operation of forest lands, to establish a Forest Credit Bank, and for other purposes," was introduced Aug. 14, 1935, as S. 3417. It was not reported from committee *(Cong. Rec.,* 79: 12, 13032). See *post,* 379.

357 ROOSEVELT TO JOHN H. BAKER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF AUDUBON SOCIETIES, New York City

[WASHINGTON] *May 29, 1935*

DEAR MR. BAKER: Many thanks for that interesting letter about the, Brown Pelicans. I am happy to know that they are apparently not decreasing in recent years. I became somewhat worried because on our recent trip through the Bahamas we saw practically no Pelicans at all.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 2543:CT]

[1]Baker wrote (May 27, 1935, PPF 2543), that the brown pelican colony on the east coast of Florida, established in 1924 on Brevard Island, now numbered over 6,000 birds.

358 MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT, TO ROOSEVELT

WASHINGTON, *6-7-35*

MEMORANDUM FOR THE PRESIDENT: West[1] called up to say that there was a movement on foot in the Appropriations Committee of the House to take some action to earmark additional funds for soil erosion.

He says that he believes if you will tell Harry[2] to raise his ante from fifteen million to

twenty-five million that the fight for the fifty odd million, which is getting pretty hot, can be handled. In other words, he thinks that even with the restrictions "that the sum of twenty-five million be allocated for soil erosion where conditions of distress justify expenditures" it would be acceptable and you might never have to spend more than the fifteen million.[3]

M.H.M.

[13:OF 732:T]

[1]Charles West, Under Secretary of Interior.

[2]Harry Hopkins, Works Progress Administrator.

[3]The Department of Agriculture originally submitted a soil erosion project to cost $67,000,000. The Works Allotment Division of the National Emergency Council rejected this and asked for a revised project amounting to $15,000,000, a figure which Agriculture accepted (Frank C. Walker, Executive Director, National Emergency Council, to McIntyre, June 4, 1935, OF 732).

359 ROOSEVELT TO HENRY MORGENTHAU, JR., SECRETARY OF THE TREASURY

HYDE PARK, N. Y., *June 11, 1935*

MEMORANDUM FOR THE SECRETARY OF THE TREASURY: Will you please give me your thought in regard to this proposal for a ten million dollar Endowment Fund and a change of tax methods?

F.D.R.

[13:OF I—F:CT]

360 *[Enclosure]* JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, D. C., *May 24, 1935*

MEMORANDUM TO THE SECRETARY OF AGRICULTURE FOR THE PRESIDENT'S ATTENTION:

Plan for a 10 Million Dollar Endowment Fund for Wildlife Conservation

A comprehensive and continuing program under national leadership of game restoration principles over a period of years must replace the desultory and ineffective methods which have marked the scattered and intermittent practices of the past. Only by this substitution can the desired objective be obtained.

Such a coordinated plan, based on established game management principles, is ready for direct application. (See detailed analysis appended.) Its success must depend on the *guaranteed continuity*[1] of financial support over a period of years. To have to depend on the variable whims of political favor for the necessary annual appropriations would jeopardize the whole undertaking.

A ten million dollar *permanent endowment fund* is available if the conditions meet the

approval of the Administration.

Ever since the first license fees were assessed on the sportsmen for their privileges of hunting and fishing there has been a pernicious abuse in the use of the money returns. A very small percent in the aggregate of the many millions collected has ever been used in the interest of game. This practice has been chiefly responsible for the great frustration of wildlife conservation and is borne with deep resentment by the sportsmen.

A Federal excise tax on sporting arms and ammunition produces approximately two and one-half million dollars annually. This tax is admittedly taken from the sportsmen's pockets. It is now paid into the Federal Treasury and against it are charged the general cost of Government appropriations.

(The Biological Survey is still operating under a 28% cut and in spite of its intimate relations to the game problems gets scant consideration for adequate maintenance.)

The sporting arms and munition manufacturers have agreed to finance a ten million dollar endowment fund by a pledge of ten per cent of their gross sales annually until the designated total is complete. This voluntary pledge is contingent upon the withdrawal of the present excise tax of ten per cent until such a time as the ten million dollar endowment fund is completed.

I urge serious consideration of this proposal as a constructive measure for conservation. It in no way singles out a special industry for special privilege since the ten per cent tax remains an annual obligation for approximately five years and further I see no other way that a consistent national program of uninterrupted activity can be accomplished.

Respectfully submitted,

J. N. DARLING

(See analysis of a national policy for game conservation in the appended supplement.)[2]

[13:OF I—F:Ts]

[1]Italicized words, here and below, are underscored in the original.

[2]In this 3000-word memorandum, Darling proposed: (1) Federal financial aid to the land grant colleges for study of the problem of game restoration; (2) creation of permanent big game refuges on Federal lands and enlargement of breeding ground areas of migratory waterfowl; and (3) increase of game populations on private lands through improved game-management techniques to be inculcated through the extension services of the land grant colleges. The memorandum did not elaborate on the endowment fund-tax remission plan.

361 ROOSEVELT TO SCOTT LORD SMITH, M. D., Poughkeepsie

HYDE PARK, N. Y., *June 11, 1935*

DEAR DOCTOR SMITH: You are wholly right in regard to the polluted waters of the Hudson River.[1]

When I was in Albany I spent many hours trying to persuade municipalities to put in sewage disposal plants. As a matter of State government policy we undertook, while I was in Albany, to eliminate all sewage running from State institutions into the Hudson River. As you probably know, the Hudson River State Hospital plant has been built.[2]

The problem is, of course, wholly one for the municipalities and not for the Federal Government. During the past two years, however, they were able to avail themselves of the right to borrow from the Federal Government at a low rate of interest.

I hope some day Poughkeepsie will see the light!

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 2567:CT]

[1]*Ante* 355.

[2]Immediately north of Poughkeepsie.

362 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *June 17, 1935*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Will you please look over these papers relating to the State Park Bill. I wonder why Asst. Chief Forester L. F. Kneipp of the Forest Service is opposing this Bill without my knowledge or approval.

F.D.R.

FDR/DJ

[13:PSF:AGRICULTURE:CT]

363 *[Enclosure]* A. E. DEMARAY, ASSOCIATE DIRECTOR, NATIONAL PARK SERVICE, TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *June 3, 1935*

MEMORANDUM FOR THE SECRETARY: During the second session of the Seventy-third Congress, the State Park Bill (S. 3724 and H. R. 9788) was reported out favorably and placed on the calendars. On June 18, 1934, Senator Wagner asked unanimous consent of the Senate bill, but Senator Carey of Wyoming objected, desiring to ascertain the provisions of the bill. It was suggested at that time that you take the matter up with the President in an effort to get the bill through Congress during the last few days of the session but, due to the desire of the administration to allow Congress to adjourn as soon as the important administrative bills had been passed, you felt that you would not be justified in taking this step. No further action was taken before Congress adjourned.

The bill was reintroduced in the present session of Congress and identified as S. 738 and H. R. 6594. (S. 738 is the old bill with a few changes. H. R. 6594 is the desired form, has been approved by you and has cleared the Director of the Budget.) The bill was again reported out favorably and placed on the calendars. It has been called off the Senate calendar twice, but on both occasions has been passed over without prejudice at the request of Senator Carey. We are informed that this action is being taken by Senator Carey at the request of Assistant Chief Forester L. F. Kneipp of the Forest Service, Department of Agriculture, as the Forest Service objects to the national forests coming under the provisions of this bill in any form. Senator

Carey is not and has not been friendly to the National Park Service, and it is feared that his objections are made merely to block action on the bill without any serious objections to the bill itself.

We feel that this bill is of great importance to the recreational development of the country and that it will give this Department the necessary authority to provide for a well-rounded national recreational system. The passage of the bill at this particular time is important because a Forest Service bill has already passed the House, which provides for the establishment, development and maintenance of State forests by the States and which would authorize the Forest Service to do work similar to that intended in the State Park Bill by the National Park Service.

We respectfully suggest that you ask the President to urge both houses to pass H. R. 6594 this session. The only apparent objection to the bill is that of Senator Carey.[1]

A. E. DEMARAY

[13:PSF:AGRICULTURE:TS]

[1]All the bills referred to had the same title: "To aid in providing the people of the United States with adequate facilities for park, parkway and recreational area purposes, and to provide for the transfer of certain lands chiefly valuable for such purposes to States and political subdivisions." The National Park Service, under the bill, was authorized to make a study of the public parks, parkways and recreational area programs of the United States with a view to transferring to the states and other subdivisions certain public lands suitable for park and recreational purposes. The Secretary of the Interior was authorized to make such transfers with the approval of the President. The Interior Department *Annual Report* for 1934 (pp. 172-173) said that the need for some such Federal-state cooperation in recreational matters had been indicated by Government activities in emergency conservation work and land utilization in connection with the considerable acquisitions of submarginal lands.

Forest Service lands were involved in the proposed recreational areas and the Forest Service was unwilling to permit the Interior Department to dispose of its areas. The 1935 bills also failed of passage and the legislation went over to the next session. See *post,* 370.

364 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *June 17, 1935*

MEMO FOR THE SECRETARY OF THE INTERIOR: I suppose there is nothing to do but approve the allotment of $350,000 to cover item one for a third double fish lock at Bonneville.

All I can hope is that the salmon will approve the spillways and find them really useful, even though they cost almost as much as the dam and the electric power development.

F.D.R.

FDR/DJ

[13:OF 108:CT:COPY]

365 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *June 17, 1935*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Tell Mr. Darling that I think a National Congress for Conservation would be excellent and that I heartily approve.

F.D.R.

[Notation: CT] J. N. Darling, Chief, Bureau of Biological Survey (June 8) to the Secretary: "Do you think you could get the President to call a Natl. Cong. for Conservation next January if I'd do all the work and see it properly financed and managed"?

[13:OF I—F:CT:COPY]

366 MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT, TO DAVID T. MASON, EXECUTIVE OFFICER, LUMBER CODE AUTHORITY, Chicago

[WASHINGTON, *June 19, 1935*]

[Telegram] Urgent request from Secretary Wallace asks for conference with President next week by conservation group National Lumber Manufacturers Association. As indicated by his correspondence with Senator Fletcher and Governors the President desires to advance correlated conservation programs including public and private activities and is awaiting most favorable opportunity to present a broad program for congressional consideration. The President regrets however that pressing previous appointments and present legislative situation make it impossible to accede now to request for personal interview.[1]

[MARVIN H. MCINTYRE]

[Notation:A] sent June 19, 1935

[13:OF 149:CT]

[1]This meeting was sought to urge the President to carry out the Government-aid-to-private-forestry program which had been approved by the Lumber Code Authority acting under Article X of the Lumber Code. (The Supreme Court decision in the Schechter case, announced May 27, 1935, in effect abolished all codes.) In his letter to McIntyre (undated, OF 149), covering a draft of the telegram here printed, Tugwell said that he was under the impression that the President might not "consider it expedient" to grant such an interview "or to make any statement in addition to those made by his letters of January 2 to various Governors and his letter of March 15 to Senator Fletcher The impact of the invalidation of the NRA on the lumber industry is described in Mason's diary, *Forests for the Future* (Rodney C. Loehr, ed.), pp. 177-182.

367 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *June 20, 1935*

MEMORANDUM FOR THE PRESIDENT: I return herewith a memorandum by Mr. J. N. Darling, Chief, Bureau of Biological Survey, Department of Agriculture, dated June 14, 1935, addressed to the Secretary of Agriculture, with respect to legislation affecting the Survey, which you sent to me for review.

The appropriation of the $6,000,000 mentioned in the memorandum of Mr. Darling was included in Public Act No. 148, which was approved by you on Saturday last, June 15.

D. W. BELL

[Notation: AS] Copy sent to Mr. Darling 6/22/35 bsp[2]

[13:OF I—F:TS]

[1]This was the act approved June 15, 1935, to amend the Migratory Bird Hunting Stamp Act of March 16, 1934 (49 *Stat.* 378). This authorized the President to allocate from funds made available by the Relief Appropriation Act of April 8, 1935, such sums as he deemed advisable for the acquisition of wildlife refuge areas.

[2]Bernice S. Ponton, a White House clerk.

368 *[Enclosure]* JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, D. C., *June 14, 1935*

DEAR MR. SECRETARY: There was a rider attached to the Omnibus Bill for the Biological Survey legislation which provides for a $6,000,000 appropriation out of any unexpended balance of the $3,300,000,000 of 1933.

The bill has passed both houses and will be up to the President shortly. I wish you would call his attention to the fact that unless he signs it prior to the expiration of the Act, which is presumably midnight June 16th, the Biological Survey will have no funds with which to carry on its wildlife program for another year.

This $6,000,000 has in it a few things which were mentioned to me by the President himself as desirable of accomplishment by direct appropriation, namely, taking care of the elk in Jackson Hole and the acquisition of Okefenokee Swamp, in addition to the completion of our migratory waterfowl flyways.

You will realize the urgency of this matter when you consider that it is not likely that the Bureau will have any fund with which to carry on its land acquisition program for another year. This is made more vital because in the shifting of methods from the FERA to the Resettlement Administration[1] we lost about six weeks of time and many projects will not get up to the wire before the time limit.

Another very important consideration is that within this bill is a clause providing for the purchase of stamps by stamp collectors which was made almost prohibitive in the original draft of the duck stamp bill. The Post Office Department tells us they can sell 200,000 stamps to the philatelists before the end of the month if this bill is passed and signed prior to that time.

Yours very truly,

J. N. DARLING

[13:OF I—F:TS]

[1]The Resettlement Administration was established by Executive Order 7027 signed April 30, 1935, "to resettle destitute or low-income families from rural and urban areas." The agency's objectives are described in a lengthy note to the executive order as printed in Rosenman (ed.), *Public Papers,* IV, 143-155. Roosevelt was especially interested in the resettlement idea because of his earlier work with the New York State land survey: see his remarks to Resettlement regional directors of June 20, 1935 *(ibid.,* pp. 277-279). In this talk he said, "Another objective we seek is to devote our land resources to their highest uses, not only for this generation but for future generations. We approach this genuine conservation policy with the future in mind." The Resettlement Administration became the

Farm Security Administration on Sept. 1, 1937.

369 ROOSEVELT TO REPRESENTATIVE SAM RAYBURN, CHAIRMAN, HOUSE COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE

WASHINGTON, *June 26, 1935*

MY DEAR MR. CHAIRMAN: My attention has been called to the fact that under the provisions of Title II of H.R. 5423, entitled "A Bill To provide for the control in the public interest of public-utility holding companies using the mails and the facilities of interstate commerce, to regulate the transmission and sale of electric energy and natural gas in interstate and foreign commerce," the present inhibition against entering the national parks and national monuments for water power development purposes without the specific approval of Congress would be modified.

I wish to make known my deep interest in preserving the present status of national parks and national monuments as provided in the amendment to the Federal Water Power Act of March 3, 1921 (41 *Stat.* 1353), and my desire to keep these areas free from commercial utilization.[1] There are many power interests which have been seeking the opportunity to enter the Nation's cherished heritages for the private development of water power and, in my opinion, unless the right to grant the use of these areas is retained by the Congress, as at present, the results would be disastrous to the national park and national monument system.

The following amendment to H.R. 5423, if made, would correct the situation:

On page 103, Sec. 212, line 3, after the word "repealed" add:

Provided, That nothing in this Act shall be construed to repeal or amend the provisions of the amendment to the Federal Water Power Act, approved March 3, 1921 (41 *Stat.* 1353), or the provisions of any other Act relating to national parks and national monuments.

I sincerely hope that, in the consideration of this legislation by the Congress, the above amendment will be incorporated.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: T] Draft submitted by Secy. Ickes.

[13:OF 928:CT:COPY]

[1]The Federal Water Power Act of June 10, 1920 (41 *Stat.* 1063), permitted the use, for water power purposes, of the public lands of the United States, including the national parks and monuments. The amendment here referred to repealed that part of the act which applied to national parks and monuments.

[2]This amendment was added to section 212 of the Public Utility Act of 1935, approved Aug. 26, 1935 (49 *Stat.* 847).

370 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *June 29, 1935*

DEAR MR. PRESIDENT: In response to your note of June 17, authority which will provide for a well rounded national recreational system is unquestionably desirable. There is, therefore, real need for legislation of the general character covered by H. R. 6594. But I wonder if it is realized that this Bill as it now stands applies to all lands of the United States; that it would apparently place in another bureau and department the functions of studying and planning recreational uses on some 160 odd million acres of National Forest lands which are under jurisdiction of this Department?

Stripped of details, this was the basis for my objection to the National Park Bill in its original, and its present, form.

As you know, the National Forests contain—by reason of their character, cover, and terrain—many areas used by the public for various forms of simple, democratic, informal recreation. In fact, for some years past, the total number of people visiting the National Forests—which are located in 37 States, Alaska, and Puerto Rico—has been in excess of 30 million annually; some 5 to 10 million making much more than a passing use of these lands. And on these lands recreational resources—as well as others—have been studied, planned, developed and administered by this Department's Forest Service for a period of some 30 years.

The Department of Interior is, of course, primarily concerned with National Park matters. Since this is so, I recommended to Senator Wagner, by letter of June 12, 1934, that in event the then proposed legislation (S. 3724, second session 73rd Congress) were enacted, amendments be incorporated which would in effect except National Forest lands from the terms of the legislation.

Bill S. 738 as first introduced in the 74th Congress, recognized this Department's objections and carried the amendments I had previously suggested. I therefore notified Senator Wagner that this Department knew of no reason why this specific proposed legislation should not be enacted, but suggested that his Committee might wish to obtain a report from Secretary Ickes. Later, S. 738 was reported out of Committee with the changes I had suggested deleted. This obviously left the Bill in such shape that this Department's objections to S. 3724 (73rd Congress) applied with equal force to it.

Report upon S. 738, thus amended, was not requested from this Department, but when this situation was discovered, Assistant Forester L. F. Kneipp, acting on this Department's known position, called the original objections to the attention of the Clerk of the Committee on Public Lands and Surveys, who stated that the reasons for deletion would have to be obtained from members of the special Sub-Committee which had deleted the language. Following that suggestion, Mr. Kneipp interviewed Senators Adams and Carey, and the latter expressed the opinion the language recommended by this Department should remain in the Bill.

This Department was not requested nor afforded opportunity to report on H. R. 6594, which was reported out by the House Committee on Public Lands in a form comparable to that of S. 3724 (73rd Congress). When that action became known, Mr. Kneipp apprised Representative Robinson, who had charge of the Bill, of my report on the preceding Bill, and furnished him with a copy of that report. In relation to both Bills, his action was to inspire consideration of the views of this Department as I had expressed them.

Despite the fact that legislation of this general character is desirable, passage of S. 738 or H. R. 6594 in their present shape would, it seems to me, lead to confusion and might well create a situation analogous in some respects to that which was corrected when you and the Congress transferred the Soil Erosion Service to the Department of Agriculture. I trust, therefore, that you will appreciate this Department's desire to have S. 738 or H. R. 6594 as they now stand so amended that they do not apply to the National Forests. The papers

attached to your note of June 17 are returned.

Sincerely,

H. A. WALLACE

[13:PSF:AGRICULTURE:TS]

[1]Neither bill was acted upon in this session. Early in the next session (Jan. 10, 1936), the House bill was reintroduced by Representative Robinson of Utah as H. R. 10104, "A bill to aid in providing the people of the United States with adequate facilities for park, parkway, and recreational-area purposes, and to provide for the transfer of certain lands, chiefly valuable for such purposes, to States and political subdivisions thereof." As in the bill of the previous year, provision was made for the cession of Federal lands to the states for park purposes but the Forest Service's objections were met by excluding national forest lands from the jurisdiction of the proposed act. The House passed this bill but the Senate substituted what was virtually a new bill, providing merely for a survey of state and Federal park programs, and barring any cession of Federal lands *(Cong. Rec.,* 74th Cong., 2d sess., 80:1, 298, 751-753; 80:3, 2910-2917, 2927-2923, 3042-3048; 80:7, 738-7385; 80:9, 9642-9643). This was enacted as "An act to authorize a study of the park, parkway, and recreational-area programs in the United States," approved June 23, 1936 (49 *Stat.* 1894).

371 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *July 2, 1935*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: Will you and Mr. Delano talk this over and let me know how I should reply to Mr. Cooke? The Water Planning work, is of course, very important.

F.D.R.

[13:OF 114:CT]

372 *[Enclosure]* MORRIS L. COOKE, ADMINISTRATOR, RURAL ELECTRIFICATION ADMINISTRATION, TO ROOSEVELT

WASHINGTON, *June 28, 1935*

MY DEAR MR. PRESIDENT: In the reorganization of the work of the National Resources Committee[1] now going on there seems to be a disposition not only to emphasize state interest and study of water problems, but at the same time to minimize Federal leadership. Those of us who have given thought to this subject feel that in adopting such a program we run the very great danger of leaving the situation worse than we found it. Under consistent Federal leadership state policy in water matters has a general tendency to come to a somewhat common standard. In the absence of some reasonably independent and respected agency as the Water Planning Committee proved to be I am afraid that many interstate water situations will tend to become more acute.

Obviously, I am not arguing for any particular setup or personnel. But I do feel that without some active Federal agency continuing the leadership exercised during the last eighteen months many situations that appear to be in the course of adjustment may revert to the tooth and claw stage.

Yours very sincerely,

[MORRIS L. COOKE]

[13:OF 114:CT:PHOTOSTAT]

[1]The National Resources Board was abolished by Executive Order 7065 of June 7, 1935, effective June 25, 1935. The same order established the National Resources Committee. The new agency inherited the functions of its predecessor and in addition was authorized to consult with other government agencies and public and private research organizations in doing its work.

373 PRESS CONFERENCE, Executive Offices of the White House, July 5, 1935, 4 P. M.

[Excerpt] Q: Can you tell us about your conversation with Senator Fletcher? . . .[1]

The President: Yes, I talked with him first about a Forest Credit Bill which we are studying and which I am very much in favor of in principle. In other words, it relates to the extension to forest crops of the same principles that we have used in the case of farm crops. The general thought is this, that if the owner of commercial forest land is willing to conform to the general theory of cutting only so much of his crop as will be the equivalent of the maturing crop on another part of his acreage, that in such a case he would be entitled to a Federal credit just like private businesses or railroads or farms, under certain well-defined conditions.

It seems to be a very excellent thing and would, as a general proposition, be of great service to the smaller and medium-sized company. We have found among the medium-sized lumber companies a very great desire to cooperate with the Government and a great many of their operations are being conducted on an annual crop basis.

Most of the trouble has come from either the very small man who goes in and buys stumpage and conducts just one operation over a few months regardless of the consequences, or on the part of very large companies which have not adopted forestry methods.

This is merely a step to try to make lumber an annual crop with the assurance that in 25 years or a generation from now we will have as much maturing lumber or more maturing lumber than we have today.[2]

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Earlier in the day.

[2]Asked about the Fletcher bill at his August 2 press conference, Roosevelt said that he had endorsed it in principle but had not "seen hide or hair of it" since his first mention of it (President's Press Conferences). On August 6, Senator Fletcher's secretary telephoned the White House about the bill; a memorandum of that date, Kannee to McIntyre (OF 149), reads: "Mac told the Sen. not to worry about it—something would be done. The President seemed hazy about what was being done on it at his last press conference and we are getting so many inquiries about it, that we would like you to check up on it . . ."

374 OVID BUTLER, EXECUTIVE SECRETARY, AMERICAN FORESTRY ASSOCIATION, TO ROOSEVELT

WASHINGTON, D. C., *July 5, 1935*

MY DEAR MR. PRESIDENT: As you perhaps know, The American Forestry Association was one of the public agencies which participated in the forest conferences of 1933-34,

called by Secretary Wallace, which formulated the conservation program later incorporated as Article X in the Code of Fair Competition for the Forest Products Industries. The Association was in thorough accord with the program and at the time of its adoption felt that it presaged the greatest advance in the history of American conservation, particularly if both the federal and industry parts of the program were fulfilled.

While the industry went forward in a commendable way with the inauguration of its conservation obligations under Article X, it has been a matter of regret that conditions have not made it possible for the Federal Government to provide the supplemental legislation as agreed upon by the conference.

Now that the codes are no longer in effect, it is, we think, urgent that every effort be made to maintain the conservation work as formulated by the forest conferences in question and as substantially developed by the forest industries. We believe that the greatest factor in maintaining this industrial program of conservation will be early provision by the Federal Government of legislation generally recognized as necessary in furtherance of the practice of private forestry or sustained yield.

One of the most important pieces of needed forest legislation in the conference program is creation of a permanent forest credits agency. Such an agency, we believe, is a key to the development of sustained yield operations by private industry.

You have already expressed your intention of recommending to Congress at a proper time a program of supplemental legislation that will round out a national forest policy. This purpose on your part is gratifying, I assure you, to all individuals and agencies interested in the development of conservation. As respects the very vital and immediate question of forest credits and its bearing upon the maintenance of the industry's conservation work, we understand that Senator Fletcher has had prepared a forest credits bill for early introduction in Congress. Passage of this bill at the present session of Congress, we believe, may be an instrument in saving the Article X conservation program, and we, therefore, respectfully urge that you give it your earnest consideration and your approval for passage at the present session of Congress.

Very sincerely yours,

OVID BUTLER

[13:OF 149:TS]

375 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *July 8, 1935*

MY DEAR MR. PRESIDENT: In accordance with your request, Mr. Delano and I have examined Mr. Cooke's letter to you under date of June 28 concerning the future of the water planning work.[1]

The National Resources Committee has wished to avoid the organization[2] as a part of its permanent staff or the continuance of any large administrative or directive permanent set-up, and prefers to place primary reliance on cooperation from bureaus of the Federal Government and from the States to make necessary researches and to secure needed planning information.

In conformance with this policy the water planning activities of the Committee (as well as the

land planning work) are being reorganized, retaining the former Water Planning Committee in an advisory capacity and establishing a new group with representatives from the Federal agencies dealing with water problems for continuing contact. This new coordinating committee will be served by a small secretariat, and the many experts now on the payroll of the Committee as per diem consultants will be utilized for special studies and for the preparation of special reports.

It is our belief that with the cooperation of State Planning Boards to secure factual data and through the services of the special consultants and the coordinating committee of the Federal bureaus, we can carry on water planning studies with less overhead expense and with more effective cooperation from all of the agencies concerned.

Sincerely yours,

HAROLD L. ICKES

[Notation: A] Copy sent Hon. Morris Cooke 7/11-35 bsp

[13:OF 114:TS]

[1]*Ante,* 372.

[2]A phrase has apparently been dropped here in the typing of the letter.

376 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *July 8, 1935*

MY DEAR MR. PRESIDENT: Mr. McIntyre has referred to me a telegram from Mr. Harry Lee Baker, President of the American Forestry Association, to Senator Fletcher and Senator Fletcher's letter to you concerning the Fulmer Bill, H. R. 6914,[1] which has already passed the House and is now before the Senate Committee on Agriculture and Forestry.

In accordance with a letter dated May 18 from Acting Director Bell of the Bureau of the Budget stating—"I have discussed this matter with the President who requests me to inform you that the expenditures contemplated by H. R. 6914 would not at this time be in accord with his financial program," I advised the Senate Committee on Agriculture and Forestry that —"This proposal is desirable and should eventually be enacted. However, it is not absolutely essential at this time, and in view of the present financial situation I recommend against its enactment at the present time."

The bill is an important forest land conservation, development and use measure which the Department believes to be in the interest of the public. All the States, and nation-wide groups such as the Association of State Foresters, the Society of American Foresters, the American Forestry Association, and others are actively back of it.

Could you give consideration to recommending the measure with an amendment deferring appropriations one or even two years in the future? This in our judgment would be an important step forward.[2]

Sincerely,

H. A. WALLACE

[13:OF 149:TS]

[1]Baker's telegram of June 17, 1935, asked Senator Fletcher to secure Roosevelt's endorsement of the Fulmer bill; Fletcher's letter of June 19, 1935 (OF 149), enclosed the telegram and asked that "careful consideration" be given to it.

[2]Answered *post*, 390.

377 JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO ROOSEVELT

WASHINGTON, D. C., *July 9, 1935*

DEAR MR. PRESIDENT: In the $100,000,000 allocated to the Department of the Interior is an item of $824,000 to drain Tule Lake, a migratory waterfowl refuge of greatest value.

You will recall that this is the same refuge where, by ill-timed burning of vegetation on March 28th, over 500 nests of Canada geese were cooked this season.

Destroying Tule Lake Refuge for the sake of increased acreage of questionable agricultural land may result in another Klamath tragedy.

The Tule Lake drainage project should be stopped.

Yours very truly,

J. N. DARLING

[13:OF 402:TS]

378 JOHN H. BAKER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF AUDUBON SOCIETIES, TO ROOSEVELT

NEW YORK, N. Y., *July 10th, 1935*

DEAR MR. PRESIDENT: With all the earnestness at our command, we urge you to issue an executive order closing the hunting season this year on migratory waterfowl. The plight of the ducks, due to legal hunting, commercialization, drought, drainage and other causes, is generally conceded. In our demand for a one-year closing, we are fully supported by a host of sportsmen, conservationists and their organizations throughout the length and breadth of the United States.

We have great confidence in the sincerity of purpose of the Chief of the Biological Survey in attempting to arrive at that decision which, in his opinion, will be to the best interest of the ducks, but we have reason to believe that at this moment his decision does not coincide with our view.

Two weeks ago we presented to you, in behalf of the Midwest Conservation Alliance, massed petitions representing 263,550 people in the Upper Mississippi Valley States, all of whom advocate a one-year closed season on migratory waterfowl this year. The great majority of these are duck hunters, members of sportsmen's associations and rod and gun clubs.

On June 30th last, the Midwest Game and Fish Commissioners, representing North and South Dakota, Iowa, Nebraska and Wisconsin, voted unanimously for a one-year's

moratorium on the hunting of migratory waterfowl.

We hold that the above constitute impressive evidence of the strong sentiment existing among sportsmen for a closed season this year.

When even game commissioners, in possession of knowledge as to the abundant water supply on duck-breeding grounds this year, and in the face of probable decrease in their revenues from hunting licenses, vote for a closed season, it clearly demonstrates the extent to which those concerned with duck hunting as a sport are convinced of the necessity of closing this year.

It is a question of supply and demand. Darling estimates there were 18,000,000 to 20,000,000 ducks left this spring. Over 600,000 duck stamps were sold. That means less than 40 birds per hunter remain. Darling has estimated that between 8,000,000 and 9,000,000 birds were brought to bag during the last hunting season. We hold that these figures constitute proof of the necessity of a real restoration program now.

We heartily favor continuance of the restoration-of-breeding-ground program, which the Biological Survey has been so admirably executing throughout the past year. It will, however, serve no useful purpose unless there be ducks left to occupy the reclaimed areas.

We are just as anxious as is Darling to eliminate permanently the abuses in duck hunting, such as baiting, live decoys, sink boxes, sneak boats, batteries, etc. We highly commend Darling for his tentative conclusion to eliminate all these practices. We see no reason why this cannot be done coincidentally with a one-year closing.

We are fully cognizant of the inadequacy of enforcement funds available to the Survey. We are unwilling to admit, however, that this constitutes an effective argument against closing. The vast majority of duck hunters would, in our opinion, abide by a closed season regulation, and a great number of ducks would consequently be saved to return to the breeding grounds in the spring of '36.

We are not opposed to shooting. We recognize the recreational value of field sports. We believe that the season on migratory waterfowl might reasonably be reopened in the fall of '36, as with favorable water conditions on the breeding grounds in '35 and '36, it would not be unreasonable to anticipate the restoration of a supply of ducks which would permit a reopening.

We believe it is time to work out a plan which, in the light of known facts as to the supply of ducks and the number of guns, etc., will so operate as to prevent in future years any net depletion in the supply of migratory waterfowl as a consequence of factors within man's control. The supply is now so low that we must have restoration before application of such a plan.

Mr. Darling's tentative regulations aim only at a net restoration of 2,000,000 birds per annum. This, in our judgment, is wholly inadequate as an emergency fund to meet future drought years.

The continuance of the shooting privilege, as regards migratory waterfowl in 1935, would seem to us wholly inconsistent with the principles of the New Deal of the existing Federal administration.

An open season would constitute, in our opinion, a yielding to the cries of that small minority willing to further deplete the existing remnant of a great natural resource belonging to the people as a whole.

Sincerely yours,

JOHN H. BAKER

P.S. We hand you herewith a booklet entitled, *Shall Ducks Follow the Dodo?,* in which further details of our view are presented.[1]

[13:OF 378:TS]

[1]Published by the National Association of Audubon Societies (New York, 1935). Answered *post,* 385.

379 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *July 10, 1935*

MEMORANDUM FOR THE PRESIDENT: On May 30, 1935, you referred to me for preparation of reply, a letter, dated May 25, 1935, addressed to you by Senator Duncan U. Fletcher, Chairman of the Senate Committee on Banking and Currency, enclosing a draft of proposed legislation "To provide for extending credit to aid in the conservation and operation of forest lands, to establish a Forest Credit Bank, and for other purposes."

The Forest Credit Bank contemplated by this proposed legislation would have an original capital stock of $40,000,000, to be subscribed for by the Governor of the Farm Credit Administration on behalf of the United States, and the appropriation of this sum would be authorized. The bank would also be authorized to issue bonds, fully guaranteed both as to principal and interest by the United States, in an amount not exceeding $200,000,000 outstanding at any one time.

I have discussed this matter, by letter, with the Secretary of Agriculture, the Secretary of the Treasury, the Governor of the Farm Credit Administration, and the Chairman of the Reconstruction Finance Corporation. Their written views are transmitted herewith.[1]

I understand that the establishment of a Federal credit system to aid in the conservation and operation of forest lands is part of a general forestry program, related to long-time planning for the betterment of economic conditions along lines which have your general approval. If such a system is to be established the method proposed by Senator Fletcher is in general accord with the provisions contained in the Home Owners Loan Act, the Federal Farm Mortgage Corporation Act, and other acts, and I should say is the proper way to handle the matter.

Assuming, therefore, that the general purpose of the proposed legislation has your approval, my recommendation is that Senator Fletcher be advised that enactment of such legislation would not, at this time, be in accord with your financial program. From a budgetary point of view, such a conclusion, to me, seems inescapable. A draft of a letter to Senator Fletcher, for your signature, is enclosed.[2]

D. W. BELL

[13:OF 149:TS]

[1]Dated respectively June 26, 21, 12 and 8, 1935, of which the first is printed below. There is also present a copy of a memorandum by Fletcher on "Forest Units and Utilization," sent by him to RFC Chairman Jesse Jones on March

22, 1935, with a copy of Jones' reply of May 8, 1935. Commenting on Fletcher's plan to finance forest industry units through government loans, Jones said that financial aid "in the individual case was available through the RFC to sawmills, pulp mills, and other wood processing industries, but whether authority of the RFC should be extended to give greater aid to reforestation in a manner not amounting to a duplication of the reforestation program of the President," was a matter for Congress to decide.

[2]The proposed reply (a ribbon copy, on a White House letterhead, unsigned and undated) informed Fletcher that although the President was in sympathy with the purpose of the bill it was not in accord with his financial program. With this proposed reply are two memoranda, one by McIntyre, undated, "Do you want to send this letter?" and one by Roosevelt, July 17, 1935, "No answer—hold for further developments."

380 *[Enclosure]* HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO DANIEL W. BELL

WASHINGTON, *June 26, 1935*

MY DEAR MR. BELL: Reference is made to your letter of June 4, requesting for the early consideration of the President a report on Senator Fletcher's draft of a bill "To provide for extending credit to aid in the conservation and operation of forest lands * * *"

This Department on the basis of careful study, and other conservation authorities, have recognized that a system of forest credits suited to the peculiar nature of the forestry enterprise is vitally necessary. In the Department's report of March 13, 1933 to the Senate (Copeland Report, Senate Document No. 12, 73rd Congress, 1st Session, pp. 1125-1134) a forest credit system was proposed substantially in agreement with Senator Fletcher's draft. Following the adoption of the conservation clauses of the Lumber Code (Article X) there was held under my chairmanship, beginning October 24, 1934, a series of conferences of public and private forest agencies which developed a complete legislative forestry program. That program includes specific approval for the establishment of a forest Credit agency under Federal control. In a general way, the program as a whole has been approved by the President.

Since the drafting of that program the Forest Service of this Department has been cooperating with the Farm Credit Administration in an intensive study of the credit problems involved. This investigation has confirmed the previous tentative conclusion that the work of a forest credit agency, dealing as it does with land use, is closely related to the agricultural credits handled by the Farm Credit Administration and can readily be integrated with its existing credit machinery. Senator Fletcher's draft is in substantial accord with the proposals developed by this joint investigation and will serve to complete the functions of the FCA in providing credit for most rural land uses. It is of special note that forest land use, which obviously requires long-term amortized loans, is now served by no adequate financial agencies although some aid has been given farm woodland owners by the Federal Land Banks. The 444 million acres of privately owned forest land considerably exceeds the crop land area.

This forest credit program will facilitate the private forestry program recommended by the National Resources Board. As noted in Senator Fletcher's letter the NRB report, although recommending a very large program of forest land acquisition by the public, estimates that 257 million acres of forest land will remain permanently in private ownership. The practice of forestry, for which forest credits are necessary, upon this immense acreage is an essential feature of the comprehensive plan of forest conservation to which the Administration is committed.

Although the principal organized agencies of the lumber industry have declared their

intention to continue conservation activities following the dissolution of the lumber code, these efforts may be less effective than heretofore. Insofar as the long-term credit resources provided by Senator Fletcher's draft are utilized, all borrowers, because of having entered into a definite contract to operate under sustained yield, will be under even more effective control than was provided by the Lumber Code....[1]

For the foregoing and other reasons I strongly endorse Senator Fletcher's draft in principle. There is enclosed a memorandum by the Forest Service of suggestions as to certain details which we believe warrant careful consideration.[2] Subject to such consideration, I heartily recommend the enactment of the legislation proposed by Senator Fletcher. It will be consistent with previous recommendations of this Department, and a constructive, necessary feature of the Administration's forest conservation program.

Sincerely,

H. A. WALLACE

[13:OF 149:TS]

[1]Wallace here quoted from his 1934 *Annual Report* on using forest industries to take the place of less profitable agricultural crops.

[2]Silcox to Wallace, June 20, 1935. Silcox suggested certain changes in the detailed provisions of the bill and said that the Forest Service recommended its endorsement for early passage.

381 ROOSEVELT TO JOHN R. HICKS, Asheville, North Carolina

[WASHINGTON] *July 11, 1935*

DEAR MR. HICKS: I am glad to have your letter[1] and I shall hope to see you when you next come to Hyde Park. In the meantime, I can only tell you that I wish I could have a trained forester but I cannot afford to do so. With the advice of the State College of Forestry, I am each year cleaning up or planting an additional small acreage. I am buying only a small portion of the Newbold farm—the rear end which, as you remember, used to be mostly in abandoned fields.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 2704:CT]

[1]July 9, 1935 (PPF 2704). Hicks, a recent forestry school graduate whose parents lived on the Newbold tenant farm east of the Roosevelt estate on the Albany Post Road, had referred to the President's acquisition of certain forest land in the Newbold tract.

382 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *July 11, 1935*

DEAR MR. PRESIDENT: In a discussion with Chief Forester Silcox you suggested that a plan be worked out for Federal aid to stimulate the acquisition and development of State forests, these to include the smaller and more isolated areas not suitable for national forests.

Such a plan has been prepared and incorporated in the Fulmer bill, H. R. 6914, of which a copy is attached. The main provisions of this bill are:

Purchase by the Federal Government with the approval of the National Forest Reservation Commission.

Title to remain in the Federal Government pending reimbursement by the States from receipts.

States to carry the entire cost of development and administration, except from emergency funds.

Purchases only in conformity with plans approved by the Department, to insure a coordination of both national and State forest extension.

Standards of management and administration to be approved by the Secretary of Agriculture.

Technically qualified State organizations based on the merit system with preferential treatment to States which provide for such organizations by law.

The passage and enforcement by the States of satisfactory tax delinquency legislation by 1942 with preferential treatment for earlier passage.

Suitable provision for the voluntary or where necessary compulsory termination of agreements.

A suitable safeguard that this development is not to modify existing national forests or limit desirable extensions.

The bill has passed the House and is now before the Senate, where its passage is jeopardized by a report from the Budget that it is contrary to the financial policy of the Administration.

I believe that this legislation is sound public policy and that it would be very desirable from many standpoints if we could obtain the basic legislation during the present session of Congress. If you think that the amount of the authorization is excessive, would it not be possible for the Department to work out with the Director of the Budget an authorization on somewhat less than the $20,000,000 which would not be in conflict with the financial policy of the Administration?

H. A. WALLACE

[13:OF 149:TS]

383 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *July 13, 1935*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: In reply to your letter of July eleventh, relating to the Fulmer bill, H. R. 6914, it is my thought that it is an excellent law but that an appropriation at this time is impossible. Perhaps without an appropriation we could do a small part of the work this coming year out of the large appropriation bill, on condition we could get cheap land and put CCC boys to work.

F.D.R.

[13:OF 149:CT]

384 ROOSEVELT TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *July 15, 1935*

MEMO FOR MAC: Tell Professor Baker that I know all about it and tell him I simply cannot have an interview; that I am in favor of the bill in principle but have no money at this time.[1]

F.D.R.

[Notation: A] MHM spoke to him on phone

[13:OF 149:T]

[1]Harry Lee Baker, president of the Association of State Foresters, in a letter to McIntyre of July 11, 1935 (OF 149), had asked that a delegation from his organization be given an appointment with Roosevelt in behalf of the passage of the Fulmer State Forest Bill.

385 ROOSEVELT TO JOHN H. BAKER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF AUDUBON SOCIETIES, New York City

[WASHINGTON] *July 17, 1935*

MY DEAR MR. BAKER: Thank you for your earnest and comprehensive exposition of the views held by the advocates of a closed season.[1] The number of petitioners is impressive. I want to assure you that this Administration is entirely sympathetic with the movement for the conservation of wildlife. It remains to be determined what measures and what means will best accomplish this objective. I assure you that your viewpoint and that of your associates will not be left out of consideration in formulating the regulations for this next season.

At my request a hearing was arranged for the presentation of your petitions to the Secretary of Agriculture and the Biological Survey on July eleventh. I understand that this hearing was held and I hope you received a cordial and receptive audience.

When the final draft of the regulations comes to me for authorization, I will keep in mind your arguments.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 378:CT]

[1]*Ante,* 378.

[2]Darling's letter to McIntyre, July 13, 1935 (OF 378), enclosing a draft of the letter here printed, reads in part: "In view of the President's inability to receive the petitions of the advocates of the closed season, I yesterday arranged a hearing before the Secretary of Agriculture and a committee of five from the Biological Survey. Mr. Baker presented his petitions and made a fair statement of his case. I think he went away feeling entirely satisfied with the hearing he had received."

386 ROOSEVELT TO DANIEL C. ROPER, SECRETARY OF COMMERCE

WASHINGTON, *July 19, 1935*

MEMORANDUM FOR THE SECRETARY OF COMMERCE: I think this is a very important survey to make. I suggest, therefore, that you ask for the $20,000 from the old $3,300,000,000 fund of 1933. I am sure that Secretary Ickes can take it out of this.

F. D. R.

[Notation: T] Let. from Secy. of Commerce, 7/18/35—re allotment of $20,000 to conduct survey of alleged injurious effects of the pulp mill pollution in the York River, Virginia.[1]

[13:OF 114—A:CT]

[1](Not present; presumably returned to Roper.) Robert R. Moton, former president of Tuskegee Institute, was a leader in the effort to rid the York River of pollution. Writing to Roosevelt on May 28, 1936 (OF 114—A), Moton said that the pollution had ruined the oyster business and had driven "thousands of Negroes and many whites out of the counties to northern cities," where many of them were on relief.

387 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET TO ROOSEVELT

[WASHINGTON] *July 20, 1935*

MEMORANDUM FOR THE PRESIDENT: I am enclosing a copy of H. R. 8455, a bill "Authorizing the construction of certain public works on rivers and harbors for flood control, and for other purposes," which was reported to the House of Representatives by its Committee on Flood Control on June 14, 1935, and is No. 418 on the Union Calendar.

The bill would authorize the construction by the War Department of 285 items of flood control work at a total estimated cost to the Federal Government of $370,450,000.

Federal participation in flood control works has heretofore been limited to works connected with navigation on projects such as the flood control of the alluvial valley of the Mississippi, the Sacramento River in California, and Lake Okeechobee in Florida.

The National Resources Board, in its report to you of November 28, 1934,[1] treats of the subject of flood control in its relation to the broader question of the proper utilization and control of the water resources of the nation, involving, among other things, their use for the purposes of power, navigation, erosion, irrigation, and flood control, and recommends the undertaking of comprehensive and detailed studies with a view to the adoption of a broad national policy and program, properly integrated and coordinated.

Assuming that this recommendation of the National Resources Board has your approval, it would seem that the proposed legislation under consideration (H. R. 8455), which is concerned almost exclusively with the question of flood control, is at least premature.

The former Mississippi Valley Committee and the National Resources Board in their reports have advocated the allocation of a large share of the cost of flood control projects to States and local communities which may be benefited by the work and, as I am advised, the National Resources Board is now engaged in a special research and analysis of the question of allocation of such costs. The proposed bill provides for the construction of the flood

control projects enumerated therein entirely at Federal cost, local contribution consisting principally of the necessary land, easements, and floodways, which would rarely amount to as much as one-half of the cost of a project. This would establish a new precedent with respect to the allocation of costs for flood control. It would seem unfortunate for such a precedent to be established prior to the completion of the current studies of the National Resources Board, which, I am advised, should be available before the next session of Congress.

Aside from the questions of policy referred to above and regarding the pending bill from a purely budgetary standpoint, I feel that its passage at this session of Congress should be viewed as not in accord with your financial program, as such passage will undoubtedly lead to a substantial appropriation for the fiscal year 1937. If once taken up in Congress its passage would seem assured, since it provides for projects in some thirty-odd States. The legislation has not been submitted to the Bureau of the Budget and I doubt if it will be.[2]

D. W. BELL

CLD/ABP[3]

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]*Report on National Planning and Public Works* (Washington, 1934).

[2]An attached memorandum, Roosevelt to Bell, July 22, 1935, reads: "Please take this matter up with the Speaker, the Chairman of the Rules Committee and the Chairman of the Committee on Flood Control and explain the situation to them." H. R. 8455 (introduced by Wilson, La.) authorized approximately one-half billion dollars for flood control projects in all parts of the country. Passed by the House by a narrow margin on August 22, it was debated at length in the Senate on the next day. Vandenberg (Mich.) and Tydings (Md.) denounced the bill as a shameless "pork-barrel" mishmash of unapproved projects, and on Tydings' motion it was recommitted by a majority of four votes *(Cong. Rec.,* 74th Cong., 1st sess., 79:8, 9220; 79:13, 14174-14199, 14286-14287, 14288-14290, 14291-14305). Greatly modified, but still unsatisfactory to the National Resources Committee, the bill was again reported the following session. Because of Senator Copeland's sponsorship of it in the Senate it acquired the title "Copeland Bill" and was passed as the Flood Control Act of 1936.

[3]"CLD" stands for Charles L. Dasher, assistant to the Budget Director, and presumably the drafter of this letter.

388 ROOSEVELT TO JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY

WASHINGTON, *July 22, 1935*

MEMORANDUM FOR HON. J. N. DARLING: Do you propose to do anything about purchasing Okefeenoki Swamp out of the $6,000,000?[1]

F.D.R.

[13:OF I—F:CT]

[1]This refers to the act amending the Migratory Bird Hunting Stamp Act of 1934 (49 *Stat.* 378); see *ante,* 367. Darling replied July 23, 1935 (OF I—F), that the Biological Survey planned to buy Okefenokee and was negotiating with the owners in an effort to reach a reasonable price.

389 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *July 23, 1935*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I understand that the Reclamation Service has as part of its program the draining of Tule Lake, at a cost of $824,000. Will you let me know if this is contemplated?[1]

F.D.R.

[13:OF 402:T]

[1]Answered *post,* 401.

390 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON, *July 26, 1935]*

MY DEAR MR. SECRETARY: Reference is made to your letter of July 8, 1935, concerning the Fulmer bill, H. R. 6914, to authorize an appropriation of $20,000,000 for the purchase and management of forest lands in cooperation with the States.

While I view what is proposed to be accomplished by this legislation as a splendid thing to do, my financial program does not admit of undertaking it at this time and your advice to the Senate Committee on Agriculture and Forestry with respect to H. R. 6914 has my full approval.

I am afraid that you are a bit too optimistic in your feeling that if we should agree that the legislation be enacted at this time that the appropriation of funds could be deferred, in view of the fact that, notwithstanding your advice to the Senate Committee on Agriculture and Forestry, as quoted in your letter, the bill was favorably reported out by that Committee on July 22nd, without amendment. I had hoped this legislation could be postponed until the program it contemplates could be financed.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] 7/26/35

[13:OF 149:CT]

[1]H. R. 6914 was passed by the House on May 22, 1935. There the debate centered largely on an amendment requiring the Secretary of Agriculture to secure the assent of the National Forest Reservation Commission before ending any agreement made with a state. This amendment was adopted. In the Senate another amendment was added which gave to the state the authority to appoint the forester who would be in charge of the state lands acquired under the act. The Senate also reduced the original authorization of $20,000,000 to $5,000,000 *(Cong. Rec.,* 74th Cong., 1st sess., 79:4, 4238; 79:7, 8016-8024; 79:11, 12068-12069, 12248-12249; 79:12, 12714-12715, 12866-12867, 13259-13260). The act was approved Aug. 29, 1935 (49 *Stat.* 963). The bill as introduced in the House, with the House report, is printed in the *Congressional Record,* 79:7, 8019-8024.

391 JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO ROOSEVELT

[WASHINGTON] *July 26, 1935*

MY DEAR MR. PRESIDENT: We can make better use of retired agricultural land than anybody.

Others just grow grass and trees on it. We grow grass, trees, marshes, lakes, ducks, geese, fur-bearers, impounded water and recreation.

The six million we got from Congress and which you think is enough, is mostly going to buy Okefenokee, the ranches on the winter elk range in Jackson's Hole, the private lands that lie in the midst of the Hart Mt. antelope range, and for rehabilitation (dams and dikes) of the duck ranges we bought last year.

By the way, Secretary Ickes wants me to give him Okefenokee. Do you mind? I don't, only that it cuts into our nesting-area funds.

I need $4,000,000 for duck lands this year and the same bill which gave us the $6,000,000 specifically stated that at your discretion you could allocate from the $4,800,000,000 money for migratory waterfowl restoration.

We did a good job last year. Why cut us off now?[1]

JAY N. D.

[13:OF I—F:TS]

[1]Answered *post*, 393.

392 WILLIAM L. *FINLEY*, FIELD NATURALIST, AMERICAN NATURE ASSOCIATION, TO ROOSEVELT

PORTLAND, OREGON, *July 26, 1935*

DEAR PRESIDENT ROOSEVELT: On April 29th, I wrote you in regard to bringing about cooperation of the Reclamation Service of the Department of the Interior with the Biological Survey in conserving waterfowl on sanctuaries which are on Reclamation projects.[1]

Your letter of May 13th was received saying that you were taking up the matter at once,[2] which you did.

This culminated in a conference which I attended in Washington on July 22nd between Mr. Ickes, Mr. Mead, Mr. Darling and other members of the Biological Survey, which was very satisfactory.

One of the agreements reached which met with the approval of all members present was that our Tule Lake Wildlife Refuge, comprising about 10,000 acres and located on the Tule Lake Reclamation Project, should be enlarged. This is important and necessary in conserving waterfowl in southern Oregon and northern California.

As our federal wildlife sanctuaries on Reclamation projects are established by Executive Order, another Proclamation is necessary from you to cover this enlarged area. I trust this Proclamation may be issued by you as soon as possible.[3]

Appreciating your interest in our waterfowl resources, I am, Sincerely yours,

WILLIAM L. FINLEY

[13:OF I—F:TS]

[1]Finley's letter is not present. Finley (1877-1953) was a writer and lecturer on wildlife subjects. In addition to his work for the American Nature Association, he was for many years field biologist for the National Association of Audubon Societies and was vice president of the Izaak Walton League of America and the National Wildlife Federation.

[2]OF I—F.

[3]Answered *post*, 399.

393 ROOSEVELT TO JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY

[WASHINGTON] *July 29, 1935*

DEAR JAY: As I was saying to the Acting Director of the Budget the other day—"this fellow Darling is the only man in history who got an appropriation through Congress, passed the Budget and signed by the President without anybody realizing that the Treasury had been raided."

You hold an all-time record. In addition to the six million dollars ($6,000,000) you got, the Federal Courts say that the United States Government has a perfect constitutional right to condemn millions of acres for the welfare, health and happiness of ducks, geese, sandpipers, owls and wrens, but has no constitutional right to condemn a few old tenements in the slums for the health and happiness of the little boys and girls who will be our citizens of the next generation!

Nevertheless, more power to your arm! Go ahead with the six million dollars ($6,000,000) and talk with me about a month hence in regard to additional lands, *if* I have any more money left.

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I—F:CT]

394 ROOSEVELT TO REPRESENTATIVE CLARENCE CANNON OF MISSOURI

WASHINGTON *[July 29, 1935]*

MY DEAR MR. CANNON: I fully agree with you that Federal leadership and coordination are required in studies of our water resources, as suggested in your letter of July 20.[1]

It is my understanding that the changes made in the organization of the Water Committee of the National Resources Committee are intended to strengthen that organization by securing the cooperation of all of the Federal bureaus concerned with water projects, and at the same time preserve contact with the engineering and other professions which can contribute wise leadership in this field.

It is my hope that this new committee can stimulate the activities of the State Planning Boards in cooperation with other sections of the National Resources Committee so that national policy and State policy can be fully coordinated.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] 7/29/35

[13:OF 1092:CT]

[1]Cannon expressed concern over the "dissolution" of the Water Resources Section of the National Resources Committee; what was required, he said, was "strong Federal leadership in a unit, not necessarily large, which has vision, has formulated definite principles, and has evidenced capacity for making studies of problems which lead to long-range programs of development and use" (OF 1092).

[2]Drafted by the National Resources Committee.

395 ROOSEVELT TO CORDELL HULL, SECRETARY OF STATE, AND HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *August 2, 1935*

MEMORANDUM . . . As a matter of national policy affecting both national forestry and trade agreements with foreign nations affecting imports, I wish you would give consideration to the following suggestions:

1. It is clear that we do not grow sufficient pulpwood in the United States to make our own print paper. We import wood pulp in large quantities and also print paper in large quantities.

2. The objective from the point of view of building up and maintaining adequate national forests is to cut, each year, only an amount equal to the annual growth.

3. Suggestion is made that the Government list each year the forest acreage in private ownership on which the principle of equivalent annual-growth-cut is maintained. The proportion which such land bears to the total privately owned forest acreage would represent what might be called a domestic quota. Everything above that domestic quota would be considered a foreign import quota which would be tax free. In other words, as, during a long period of years, the domestic forest area listed under the equivalent growth-cut plan increases, the domestic quota would increase and the foreign import quota would decrease.

This is at least worth studying.

I am sending for your information a mass of material submitted to me by the Maine Senators and Representatives. It has nothing to do with the above plan but if some plan could be adopted as a national policy, it will answer the people in the pulpwood States and furnish them with a concrete national policy on which to proceed.[1]

F.D.R.

[Notation: T] State—Let. from Hollingsworth & Whitney Co., Waterville, Maine, 7/30, with attached memo; Senate Document 115; large manila envelope containing papers *re* this situation, being petitions from residents of Maine relative to newsprint and pulp and paper

industry.

[13:OF 424:CT]

[1]Answered *post,* 404.

396 PAUL H. APPLEBY, ASSISTANT TO THE SECRETARY OF AGRICULTURE, TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *August 2, 1935*

DEAR MR. MCINTYRE: Inclosed herewith, in accord with the request of the President, is a proposed reply to a letter received by the President from Mr. Ovid Butler, of the American Forestry Association.[1] A question exists about the concluding sentence in the first paragraph. In discussing this letter, Mr. Silcox says he thinks it would be desirable if the President would sign such a letter as this, including the moot sentence. He adds: "This draft would commit the President on forest credit legislation. He indicated to me verbally that he favored it but later is said to have stated that he wished to give the proposal further study. I have been unable to learn the final conclusion reached."

Sincerely yours,

PAUL H. APPLEBY

[13:OF 149:TS]

[1]*Ante* 374.

397 *[Enclosure]* ROOSEVELT TO OVID M. BUTLER, EXECUTIVE SECRETARY, AMERICAN FORESTRY ASSOCIATION, Washington, D. C.

WASHINGTON, *August 5, 1935*

MY DEAR MR. BUTLER: I am glad to have the expression of opinion in your letter of July fifth on the importance of passing forest credit legislation. ~~during the present session of Congress. Senator Fletcher's proposal, which I have been studying,~~ *It* appeals to me because it should stimulate bona fide sustained yield enterprises on privately owned lands, and to such enterprises loans ~~are,~~ *should be* specifically limited. ~~It will afford me great pleasure, therefore, to endorse this legislation, and I hope that it may be enacted during the present session of Congress.~~

In general forestry legislation I look forward to something broad enough in its scope to cover the most important phases of both public and private effort not now definitely or adequately provided for, and something which will constitute a landmark in the progress of forest conservation for many years to come. ~~In view of previous announcements it is hardly necessary to reaffirm my intention of submitting proposals to Congress at the first favorable opportunity.~~[1]

Very sincerely yours,

[Notation: A: LEHAND] Please rewrite

[13:OF 149:T]

[1]The interpolations (italicized) and deletions in this draft are in Roosevelt's hand. The revised letter was sent to Butler under date of Aug. 7, 1935, according to the accompanying carbon copy.

398 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *August 6, 1935*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: It is pretty late for us to discover that the salmon ladders at Bonneville may not work.[1] It seems to me that all persons concerned should get together in a meeting and agree on something so that at least we can say to the country that we have all done the best we could. Criticism and objections after the Dam is half built get us nowhere.

F.D.R.

[13:OF 360:CT]

[1]This refers to a note from Ickes of Aug. 3, 1935 (OF 360), expressing doubt about the practicability of the fish ladders proposed for Bonneville Dam.

399 ROOSEVELT TO WILLIAM L. FINLEY, FIELD NATURALIST, AMERICAN NATURE ASSOCIATION, Portland, Oregon

[WASHINGTON] *August 7, 1935*

MY DEAR MR. FINLEY: I am happy to learn of your satisfaction over the conference between the Biological Survey and the Reclamation Service.[1] The service you performed was a splendid contribution.

The Tule Lake refuge boundaries are now being studied for the proposed readjustment and barring unforeseen complications should make a greatly improved refuge.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I—F:CT]

[1]See *ante,* 392.

[2]Drafted by the Bureau of Biological Survey.

400 ROOSEVELT TO ROBERT U. JOHNSON, DIRECTOR, NEW YORK UNIVERSITY HALL OF FAME

[WASHINGTON] *August 7, 1935*

DEAR MR. AMBASSADOR: It is delightful to have your note[1] and I am only sorry that you have been laid up for so long. I do hope that you will soon be out again.

I am keeping close touch with the copyright legislation.

In regard to the Appalachians, the studies are being pushed and the first step seems to be the continuation of the Skyline Trail along the Blue Ridge. Later on we plan for the development along the crest of the watershed and also a trail along the more westerly slopes. At least the nation is becoming conservation minded!

With my sincere regards, Faithfully yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 1742:CT]

[1]July 30, 1935 (PPF 1742), urging Roosevelt to preserve what was left of the Appalachian Mountain forests and protesting against legislation pending in Congress (S. 3047) to amend the copyright law.

401 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *August 10, 1935*

MY DEAR MR. PRESIDENT On receipt of your note of inquiry of July 23 regarding the plans of the Bureau of Reclamation with reference to the Klamath Project, and with special reference to the draining of Tule Lake, I have made inquiry of Commissioner Mead and have the following information:

Tule Lake was drained twenty years ago.[1] Nothing further in that direction is possible. On the contrary, the Bureau's program is to oppose any further encroachments on the sump area around this lake. In this connection Mr. Darling, Chief of the Biological Survey, Department of Agriculture, and Commissioner Mead had a conference on Wednesday, August 7, and are now engaged in working out a program for the better protection of bird life within the area of the Klamath Project.

The allotment of $824,000 for the Klamath Project, originally asked for, was reduced to $135,000. The larger program was to provide works for the irrigation of twelve thousand acres of land, all outside of the Tule Lake sump area. This has been abandoned. The reduced construction program provides for $135,000, which is to complete betterments on the other parts of the project.

Sincerely yours,

HAROLD L. ICKES

[13:OF 402:TS]

[1]See *post*, 403.

402 ROOSEVELT TO GOVERNOR CHARLES H. MARTIN, Salem, Oregon

[WASHINGTON] *August 12, 1935*

MY DEAR GOVERNOR MARTIN: Your letter of July fifteenth deals with a subject of great importance.[1] I share your view that perpetuation of the forests and forest industries is very vital to the welfare of Oregon. Your State enjoys a unique opportunity to found a permanent economy and prosperity upon what can be made one of the most enduring of the natural

resources and the steps it is taking under your guidance to realize that opportunity are both encouraging and gratifying. With the forests of its mountains complementing the fertility of its valleys, and with abundant hydro-electric power to process the products of both, the State of Oregon has open to it an economic future of great promise and appeal.

It now seems evident that passage to private ownership of so much of the most accessible and productive forest land in Oregon has aggravated rather than simplified the problems of permanent forest management. It will be necessary, as you suggest, to restore to public ownership a great deal of forest land that unwisely was allowed to pass into private control; and to create conditions under which private ownership of forest resources may be constructive rather than destructive. Arrangements to that end which clearly would contribute to the permanent public interest and could not be capitalized to private advantage deserve sympathetic consideration.

The legislation to create the organic basis of a Federal Forest Program, about which I wrote to you on January fourteenth,[2] continues to command my interest but so many vital matters have claimed the attention of the Congress during the present session that I have hesitated to urge consideration of the forestry legislation. It is my hope that it can receive attention early in the next session.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 149:CT]

[1]Martin said that if disaster to the Oregon timber industry "a few decades from now" was to be averted, Federal acquisition of a considerable amount of commercial timber stands was necessary. He urged that the President suggest to the Congress the basis of a Federal forest program along the lines suggested in the latter's letter to the governors of Jan. 2, 1935 (OF 149).

[2]This is the letter sent to all state governors; the form copy, dated Jan. 2, 1935, is printed *ante*, 307.

[3]Drafted by the Agriculture Department.

403 JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO ROOSEVELT

WASHINGTON, D. C., *August 17, 1935*

MY DEAR MR. PRESIDENT: The Tule Lake and Reclamation-Biological Survey cooperative agreement is still awaiting final modification by the Reclamation Service. Concessions satisfactory but progress slow. The file is in Dr. Mead's office.

The agreement, together with Executive Orders for your signature confirming the future management, should be in your hands August 20th.[1]

Yours very truly,

J. N. DARLING

NOTE: Secretary Ickes in his letter to you has transposed the Tule and Klamath Lake areas.[2] Tule Lake and sump are still amply supplied with water and a first class refuge. The

$135,000 for further drainage is for development of agricultural lands adjacent to Tule, not Klamath. The modified program is satisfactory provided the proposed cooperative agreement is authorized.

Klamath Lake, the monumental wildlife tragedy of drainage fame, is a barren dry waste of twenty years standing. It is on the program for restoration if we can find the money.

[13:OF 402:TS]

[1]See *post,* 448.

[2]*Ante,* 401.

404 CORDELL HULL, SECRETARY OF STATE, TO ROOSEVELT

WASHINGTON, *August 19, 1935*

MY DEAR MR. PRESIDENT: In accordance with your memorandum of August 2, 1935, careful study has been given to the idea of devising a quota limitation on imports of pulp wood, wood pulp, and newsprint in such a manner that the quota might be linked up with the encouragement of the extension of cutting under the principle of sustained yield in our privately owned forest acreage. I am enclosing an analysis of this idea prepared by an economist in the Tariff Commission who has participated in the preparations for a trade agreement with Canada, to which, however, I would like to add the following reflections.

As the enclosure indicates, it would be difficult to devise a quota limitation which, even theoretically, would be suitable to carry out the purpose. In fact, it seems to me that there would, in addition, become necessary some control of the domestic marketing of these products if the essential purpose of the idea, that is, the stimulation of sustained yield production by an increasing reservation of the domestic market for such production, is to be achieved. This, however, is only one of what I think are the major difficulties involved. In the first place, there is in this industry a very complex corporate interrelationship with much of the foreign raw material production under American ownership, particularly by American newspaper interests. Secondly, there is the problem of relationships between foreign producers and domestic consumers established under long-term contracts. Thirdly, it is hardly possible to anticipate what the result of an effective quota restriction would be upon the extremely complicated price situation in this industry, particularly since the element of freight rates plays a large part in this situation.

Finally, it is my understanding that those privately owned lands on which the principle of sustained yield is practiced are largely owned by interests who use their production for the supply of their own needs and who, therefore, are not particularly interested in the restriction of imports.

All of the foregoing considerations not only emphasize the complexity of the problem, but also the significance of the observations made in the report to the Senate on *National Pulp and Paper Requirements in Relation to Forest Conservation,*[1] as quoted in the attached memorandum, to the effect that the pulp wood question cannot be isolated from the general forestry problem. In other words, it is clear that we are dealing with a much larger problem than may at first appear and one which can only be solved over a considerable period of time. The relatively simple procedure of a quota limitation on imports, much as it may appeal to certain elements in the industry, does not actually present a means of solving or improving the situation.

Turning to the relation of this problem to the trade agreements program, we find that it is, on the one hand, a problem requiring a much longer time period for its solution than that involved in the negotiation of individual trade agreements; on the other hand, as is pointed out in the enclosed memorandum, the binding on the free list of pulp and newsprint under trade agreements does not stand in the way of a long time program, since reservation can be made and, in fact, has been made in the agreement with Sweden for such necessity as might develop in connection with a program of production control or conservation.

Finally, I think that in considering the problem of the pulp wood and newsprint industry, we must not, by confining our attention to that industry alone, overlook the effects which any proposed action would have upon other American industries and, through their effect upon the general prosperity of the country, indirectly upon the pulp wood and newsprint industry itself. In this connection, I would call attention to the concluding portion of the enclosed memorandum, in which are suggested the serious effects upon our trade relations with Canada of a restriction of our imports of pulp and newsprint from that country.

Faithfully yours,

CORDELL HULL

[13:OF 424:TS]

[1]C. E. Curran and C. E. Behre (S. Doc. 115, 74th Cong., 1st sess., Washington, 1935).

405 ***[Enclosure]***

Memorandum on Pulpwood, Wood Pulp, and Newsprint

The President has requested that "as a matter of national policy affecting both national forestry and trade agreements with foreign countries" consideration be given to the following: At present we import woodpulp, pulpwood, and newsprint in large quantities to supplement domestic supplies of pulpwood. Moreover, the objective from the standpoint of forest management is to cut, each year, only an amount equal to the annual growth. Consequently, "the suggestion is made that the Government list each year the forest acreage in private ownership on which the principle of equivalent annual-growth-cut is maintained. The proportion which such land bears to the total privately owned forest acreage would represent what might be called a domestic quota. Everything above that domestic quota would be considered a foreign import quota which would be tax free . . ."

It is understood that the Forest Service is preparing a memorandum to the President on the manner of and extent to which it can be determined what proportion of our annual pulpwood cut is on a sustained-yield basis and the degree to which the management of pulpwood cutting must be related to forest management as a whole. It is assumed, for the purposes of the following discussion, that as a practical matter the proportion of sustained-yield cut to total cut can be determined.

The President's suggestion appears to present two major alternatives: Imports of pulp and paper could be limited (1) to the difference between total consumption of pulpwood (or its equivalent in pulp and paper) and the reasonable consumption by pulp mills of domestic wood from sustained-yield acreage, or (2) to total consumption minus that percentage of total consumption which our sustained-yield cut is of our total domestic pulpwood cut.

The first alternative is relatively simple. In effect it would merely offer the existing pulp and paper mills of this country the prospect that imports would be excluded in proportion as

domestic timber cutting is on sustained-yield acreage. It is doubtful whether at present much more than half of the domestic cut is on a sustained-yield basis; and the total domestic cut supplies only about 50 percent of domestic consumption. Consequently a scheme of restriction such as the above would for some time to come permit more rather than less imports: Up to 75 percent of domestic consumption in comparison with the present 50 percent. The pulp mills and pulpwood owners who urge that immediate restrictions be placed on imports in order to provide a more certain market for the domestic product would not be satisfied by this arrangement. They contend, among other things, that forest management would be promoted by reservation of a stated portion of the domestic market to domestic producers. It is just as possible, however, that encouragement of pulpwood cutting in advance of a widespread sustained-yield program would not promote perpetual-cut logging. During the transition from "deforestation" to "perpetual cut" forestry, imports of pulp and paper appear essential.

The second alternative presents difficulties which are unavoidable as long as our total pulp and paper needs are not made the base from which to determine import policy. Assuming that the present sustained-yield pulpwood cut is about 50 percent of the total domestic cut, imports of pulp and paper would be permitted at approximately their present level of 50 percent of consumption. Then assuming that the sustained-yield cut increased to 75 percent to total cut, imports would be reduced to 25 percent of total pulp and paper consumption. To illustrate: Suppose consumption had been running about 10,000,000 cords per year, of which half, or 5,000,000, were domestic and the balance imported (principally as pulp and paper). If the sustained-yield cut reached 75 per cent of total domestic cut then, consumption remaining at 10,000,000 cords, imports would be reduced to 2,500,000 cords. But how would the balance of 7,500,000 be supplied? If sustained-yield cut were 75 percent of the previous total domestic cut, it would supply 3,750,000 cords, leaving 3,750,000 to be supplied by a domestic "deforestation" cut, or a greater deforestation proportion than originally. But it will at once be observed that the 3,750,000 cords of sustained-yield cut have once again become only 50 percent of total cut, and that the import quota would be increased to its original 50 percent of domestic consumption in accordance with the second alternative we are here analyzing. To avoid this stalemate it is necessary to assume: (1) That as the proportion of the domestic cut which is on a sustained-yield basis increases and imports are proportionately excluded, there will be a price increase in pulp and paper large enough to reduce domestic consumption to the approximate limit of the domestic sustained-yield, cut; or (2) that the pulpwood cut of this country can be put on a sustained-yield basis rapidly enough and in sufficient quantities not only to fill the gap left by excluded imports without price increases, but to replace the previous deforestation cut.[1]

Thus in excluding pulp and paper imports we may be exchanging the known for the unknown: definitively economical and profitable export industries for a domestic industry which is apparently at some competitive disadvantage. How much self-sufficiency in pulp and paper might cost the American consumers who, in 1929, used 220 pounds of paper per capita, cannot be calculated. But the requirements of this country for paper and paper stock are so complex and imports of pulp and paper so thoroughly a part of our international economy that the degree to which our domestic pulpwood cut is on a sustained-yield basis can be only one determinant of our policy relating to imports.[2]

[13:OF 434:T]

[1]Omitted is an extended discussion of the conclusions of the Senate report mentioned in the covering letter.

[2]No further mention of Roosevelt's quota limitation idea has been found.

406 HENRY MORGENTHAU, JR., SECRETARY OF THE TREASURY, TO ROOSEVELT

WASHINGTON, *Aug. 21, 1935*

MY DEAR MR. PRESIDENT: Reference is made to your memorandum with regard to the plan of Mr. J. N. Darling, Chief of the Bureau of Biological Survey, for Federal cooperation in a program for restoration and conservation of the game resources of the country.[1] Mr. Darling feels that, since the continuity of the program must be guaranteed, it must not be made dependent on annual appropriations by Congress. He suggests the establishment of a $10,000,000 permanent endowment fund to support the program. This fund is to be provided by the manufacturers of sporting arms and ammunition, who are said to be willing to pledge annual payments of ten per cent of their gross sales for the necessary period, on condition that the present Federal excise tax of ten per cent on firearms, shells, and cartridges is repealed, until such time as the $10,000,000 fund is completed. Under present law this tax will remain in effect only until July 1, 1937, but it may, of course, be further extended. This tax yields approximately $2,500,000 a year.

It seems to me that if Mr. Darling's program is of sufficient public interest to warrant its adoption by the Federal Government, it should be paid for by the necessary appropriations from public funds, in the same manner as other Federal projects. If its benefits are so doubtful, or so restricted, that it is proper for the firearms manufacturers to pay for it, I believe that it should be left to them to set up their own organization to carry it into effect. I do not think that the Federal Government should be placed in the position either of soliciting private contributions to support a public project of nation-wide scope, or of acting as an agency of any industry in carrying out a project of more benefit to that industry than to the public.

The foregoing would be true if the firearms manufacturers' pledges were to be entirely gratuitous. Additional objections to the scheme arise from their demand for a quid pro quo in the form of repeal of the firearms tax. Even if not further extended, this tax would yield one-half as much as the amount they propose to subscribe. Continuance of the tax would certainly be a more practical method of collecting $10,000,000 from the firearms industry than would the enforcement of voluntary pledges.

Mr. Darling's plan would require, in addition to repeal of the tax, legislation authorizing the acceptance of the contributions of the firearms manufacturers, the establishment of these receipts as a trust fund, and the investment of the principal, and permanently appropriating the income for expenditure. The Act passed at the last session of Congress repealing permanent indefinite appropriations established a policy contrary to such legislation.[2]

Mr. Darling does not give any reason for assuming that Congress would refuse to make annual appropriations for Federal cooperation in a program for restoration and conservation of the game resources of the country, especially if the Administration gave active support to such a project. In my opinion Congress is more likely to be willing to make the necessary annual appropriations than to enact the legislation necessary to carry out Mr. Darling's plan.

Faithfully yours,

H. MORGENTHAU, JR.

[13:OF I—F:TS]

[1]*Ante,* 359.

[2]The Permanent Appropriation Repeal Act of June 26, 1934 (48 *Stat.* 1224).

407 ROOSEVELT TO JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY

WASHINGTON, *August 23, 1935*

MEMORANDUM FOR HON. JAY N. DARLING: I enclose, for your information, a personal letter from the Secretary of the Treasury in regard to the proposed permanent endowment fund. Perhaps you will have a talk with Mr. Morgenthau in regard to it. In any event, we are really getting somewhere.[1]

F.D.R.

[13:OF I—F:CT]

[1]Morgenthau's letter is printed above. Answered below.

408 JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO ROOSEVELT

WASHINGTON, D. C., *August 26, 1935*

MY DEAR MR. PRESIDENT: I am returning Secretary Morgenthau's memorandum on the proposed $10,000,000 permanent endowment fund for wildlife.[1]

Being aware of his competent administration as New York Conservation Commissioner, I am loathe to believe he even read it, to say nothing of writing it.

If he had he would not have said, if the public isn't sufficiently interested in wildlife to support it, let wildlife go hang, and if the manufacturers want game let them pay for it.

To assume that the public functions in its own behalf in proportion to its interest is absurd. And to assume that the manufacturers of sporting arms are ipso facto qualified biologists is quite equal to his assumption that Congress will consistently follow from year to year a program of national wildlife restoration. Continuity is essential. I know of no other way to accomplish the necessary reversal from down hill slide to upward climb for wildlife resources.

There is a growing and national movement to see that sportsmen's money shall go to sportsmen's benefits. It would seem a wise political move to take active leadership in this wholly justifiable contention rather than to ignore or oppose it.

If Secretary Morgenthau had said, "No, we need the money," I could have been reconciled, but to deny it on the ground that the Government has no duty to perform in coordinating the various forces under wildlife leadership is more than my placid disposition can accept.

I thought we were "really getting somewhere" until Mr. Morgenthau threw the gears into reverse. That's not the direction I'm going.

Sincerely,

J. N. DARLING

[13:OF I—F:TS]

[1]*Ante* 406.

409 JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY, TO ROOSEVELT

[WASHINGTON] *August 26, 1935*

DEAR MR. PRESIDENT: About recognizing wildlife as a valued agency of public service—it hasn't been so far you know—the only money specifically allocated to wildlife out of the emergency funds so far was your one million last year. All the rest we have had to suck through borrowed straws out of some one else's barrel!!—and it's been tough going.

And about that six million which I believe you mentioned. You suggested that I try to get a special act of Congress for Okefenokee and the Jackson Hole elk. Remember? When I found where the money was and how to get it, that Mr. Ickes was sitting on it and didn't have anything in particular he was going to do with it. I added just a little change for the antelope range in Hart mountain so we won't have to pass the tin cup every winter to buy hay.

We could do a swell job with four million and a fair one with three. It's O. K. with Congress —see Act H. R. 7982, Pub. No. 148, 74th Congress, Sec. 501.[1]

Sincerely,

JAY N. D.

[13:OF I—F:TS]

[1]49 *Stat.* 378; see *ante*, 367.

410 ROOSEVELT TO OTIS MOORE, Roosevelt Farm, Warm Springs

[WASHINGTON] *August 26, 1935*

DEAR OTIS: I am glad that you are getting ready to cut and that the sawmill is ready to start operating in September. I think that instead of making sales directly, it should be done through the Foundation. Speak to the new Manager there and have him handle the sales with your approval, of course. Incidentally, there should be a good deal of dead or dying timber cut on the Foundation property itself and we could charge them a reasonable amount per thousand feet for the cutting and sawing.

In regard to the trees on the Georgia Wilkins[1] land, be sure not to cut any of those fine, big trees unless they are dead or dying. Also, be careful not to injure any of the young growth, especially the young long-leaf Pines.

I am glad that the crops and the cattle are getting on so well. I hope we can get rid of some more stock at a good price this fall or winter and cut down the net loss on the farm.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PSF:WARM SPRINGS:CT]

[1]Miss Wilkins was former owner of the Warm Springs property.

411 REXFORD G. TUGWELL, ADMINISTRATOR, RESETTLEMENT ADMINISTRATION, TO ROOSEVELT

WASHINGTON, *August 26, 1935*

MY DEAR MR. PRESIDENT: I transmit information you asked for some time ago.[1]

You spoke to me the other day about Forest Communities such as they have in the Black Forest. Since August first a plan for one of these which we hoped would form the pattern for many others has been at Works Progress. It has been decided, I understand, to smother it there. I just want to be relieved of responsibility.

Sincerely,

R. G. TUGWELL

[13:OF I—C:TS]

[1]This is a twenty-four page typed statement by Forester Silcox on the forest situation in the United States, with case histories of communities that had been ruined through "cut-and-get-out" lumbering methods. It was prepared for Roosevelt for use in a speech.

412 ROOSEVELT TO REPRESENTATIVE SAM B. HILL OF WASHINGTON

[WASHINGTON] *August 31, 1935*

MY DEAR MR. HILL: Receipt is acknowledged of your letter of July 25, addressed to Mr. McIntyre, with inclosures.[1] I note your concern over reports that certain land purchase projects in the State of Washington on which numerous options have been taken, are about to be abandoned. The projects referred to were developed by the Agricultural Adjustment Administration serving in a technical capacity for The Land Program of the Federal Emergency Relief Administration. The program has since been transferred to the Resettlement Administration.

Of the two projects referred to, I am informed that the Big Bend project has been abandoned, largely because of the subsequent decision to construct the foundation of the Grand Coulee Dam so as ultimately to provide for a high line reservoir. This would make a large proportion of the Big Bend project potentially irrigable. The Northwest Washington land project, however, is being continued with a moderate reduction in total area to be purchased necessary to bring it within the financial requirements of the program.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1414:CT]

[1]Hill said that the Agriculture Department had obtained options on large sections of land, and the farmers, in

anticipation of early sales, had not planted crops and were in consequence worse off than before (OF 1414). The enclosures were letters received by Hill protesting abandonment of the submarginal land retirement program.

[2]Drafted by the Agriculture Department.

413 STATEMENT BY ROOSEVELT ON HIS VETO OF AN AMENDMENT TO THE TAYLOR GRAZING ACT

THE WHITE HOUSE, *September 5, 1935*

I have with some reluctance disapproved H. R. 3019, An Act to amend "An Act to stop injury to the public grazing lands by preventing overgrazing and soil deterioration, to provide for their orderly use, improvement, and development, to stabilize the livestock industry dependent upon the public range, and for other purposes," approved June 28, 1934 (48 *Stat.* 1269).

Some of the changes effected by this legislation were proposed to the Congress by the Department of the Interior. These changes, however, were relatively simple in scope and did not involve radical alterations in the principles of the original law.

Other changes effected by the provisions of this Bill are not sound. They would nullify in large measure the benefits of the Taylor Grazing Act and would make the administration of that Act along sound conservation lines virtually unattainable.

I append hereto copy of memorandum furnished me by the Department of the Interior and I note also the recommendation of the Department of Agriculture that the Bill be not approved.

I am confident that at another session of the Congress the matter can be reconsidered and more suitable legislation passed.

[W. H. PRESS RELEASES:M]

414 *[Enclosure]* HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *August 26, 1935*

MEMORANDUM TO THE PRESIDENT: I am returning to you House Bill 3019, amending the Act approved June 28, 1934 (48 *Stat.*, 1269), to regulate grazing on the public domain.[1] I recommend that this bill be not approved because of the irreparable damage that would result, if it became the law, to the present program for the orderly use, improvement and development of public grazing lands and for the stabilization of the livestock industry. The provisions in the amendatory act dealing with the exchange, leasing, and outright grant of lands would not only defeat the fundamental objectives of the present grazing law but through their operation might make it possible in a few years for the States to acquire all of the non-mineral unreserved public domain. I do not believe that Congress desires by indirection to make this tremendous grant of land to the States when, I am sure, it would be unwilling to do so directly. Because of the vague and obscure phrasing of many portions of the amendment various interpretations of its meaning are possible, which will undoubtedly result in prolonged and costly litigation. In view of the large public interests involved, I believe I am justified in assuming that the most undesirable results that are possible from any permissible interpretation of this bill are the results that would be likely to flow from it.

There are 165,000,000 acres in the public domain, which for many years have been subject to the unrestricted grazing of cattle and sheep, resulting in the destruction of a valuable natural resources in forage cover and the ruin of the land itself through erosion once the protective vegetative cover has been weakened by over-grazing. This situation brought about the enactment of the Taylor Grazing Law in 1934, which made it possible for the first time to provide for a coordinated, regulatory program for the use by stockmen and sheepmen of 80,000,000 acres of the public domain. This law and the plan of administration adopted by the Department of the Interior which provides for local self-determination of practical range problems has been given enthusiastic support by those intended to be benefited.

The amendatory act now before me expands to 142,000,000 acres the area subject to inclusion in grazing districts. This, in other circumstances, I would heartily favor. I do not believe, however, that the benefits resulting from an enlargement of the controlled area would outweigh the evils which would follow the changes in the law that are now proposed. I am unwilling to sanction the despoilment of the remaining public domain in the name of conservation or set the stage for the abandonment of homesteads by small owners under pressure from livestock interests which would follow the signing of this act. I cannot believe that the majority of the legislative branch understood the vicious cycle of events that might follow the enactment of this apparently beneficent measure.

The bill makes mandatory the exchange of State-owned lands for public lands of equal value, regardless of whether such exchanges are in the public interest, merely on the application of the State. These exchanges could be effected within, as well as outside of established grazing districts and it does not require any preternatural wisdom to foresee that the States would select those public lands within a grazing district that are vital to the administration of the particular area. They could take away from the United States Government lands upon which it had expended public funds for fencing, the development of water, and other range improvements, and which would produce revenue to the Government under the present leasing system.

The States exclusively, and not the Federal Government, would be the moving parties in these exchanges, nor is any discretion given the Secretary of the Interior to protect the interests of the grazing districts. The States, on the other hand, are given the opportunity of consolidating their land holdings within grazing districts by exchanging lands within or outside of the boundaries of the grazing districts. The Federal Government would have no option except to dispossess itself of its own land at the behest of the coveting State. Through the operation of this provision the Federal Government could be required to relinquish the most advantageously situated public lands in exchange for the least desirable tracts, most of which in turn would probably pass to the States at the end of two years as isolated tracts under another provision of the amendatory bill which I will discuss later.

This inequitable and unrestricted power would inevitably increase the instability of the livestock industry that is dependent upon the public range and which the present grazing law was intended to benefit. The small livestock operator could not prosper under an arrangement by which lands might be selected by the State for the use of special interests which might happen in the future as it has in the past. The exchange of lands can only be justified in order to consolidate holdings for the better and widest possible use of the range and the Federal Govern should have not only the right but the responsibility of determining that exchanges and consolidations involving the national estate shall serve the fundamental purposes of the grazing law and conform to a well considered land-use program.

I have mentioned the isolated tracts that undoubtedly would be acquired by the Federal Government under the exchange clause of this proposed amendment. These isolated tracts, under Section 8 of the bill, insofar as they are vacant, unappropriated, unreserved and non-

mineral would automatically be granted to the State two years after the passage of this act. It is the combination of this mandatory requirement with the exchange privilege that under a possible interpretation of the amendment might ultimately deprive the Federal Government of practically all of its public land holdings as well as take the breath of life out of the present grazing law.

In order to comprehend the meaning of the "isolated tract" provisions, one must understand that in the public land States the surface has been divided into townships each of which is six miles square. Every township has 36 sections, each of which is one mile square and numbered for identification purposes. In every township in the West, sections 16 and 36 have been granted to the States in aid of common schools. In Arizona, New Mexico and Utah four sections, 2, 16, 32 and 36, have been so granted. Now if we take as an example a township that has passed wholly out of Federal ownership, two sections, 16 and 36, having belonged to the State under Federal grant, and the remainder having gone to private individuals, we would find that under the mandatory exchange provision the State could use its two sections to exchange for still other Federal lands and the two sections in question would again become Federal lands. Since, however, they would in all likelihood be "isolated or disconnected tracts," they would automatically revert to State ownership two years after the passage of the act if unappropriated or unreserved. Thus the State would eat its cake and have it too.

I call attention to the situation in one public land State that has a total public domain area of almost 14,000,000 acres. Proposed grazing districts in this State approximate 11,000,000 acres, leaving about 3,000,000 acres of public domain outside of the grazing districts. There are over 5,000 isolated tracts included in these 3,000,000 acres. The State now owns more than 3,500,000 acres from previous Federal grants, which it would be privileged to exchange for any of the public domain within its boundaries. It could acquire automatically at the end of two years the 3,000,000 acres of Federal lands lying in isolated tracts outside of the grazing districts. It could then exchange the now State-owned lands and the isolated tracts thus acquired for areas of equal value within the proposed grazing districts which once again would leave the Government with large areas in isolated tracts which would in their turn be subject to reversion to the State by the same automatic process. While the amendment prohibits State exchanges within grazing districts, except for the purpose of consolidation, it also permits the State to enlarge its holdings within a district in order to accomplish this objective. It can be seen that by pyramiding these exchanges the entire public domain in due course could be acquired by States, all without volition on the part of the United States Government which owns the land.

The "isolated tract" and the "leasing" clauses have a special significance in railroad land grant areas. In one State there is a strip of land over 300 miles long and 40 miles wide in which the odd-numbered sections, consisting in total of one-half of the area, were long ago granted to the railroad. The even-numbered sections, comprising in the aggregate several millions of acres, are "isolated or disconnected tracts" which, unless appropriated or reserved, could automatically pass into State ownership under the proposed law.

The amendatory act also provides that occupants of lands contiguous to isolated or disconnected tracts shall be entitled to lease them. The language is mandatory. Consider the effect in an area such as that in which odd-numbered sections have been granted to a railroad and even-numbered sections remain largely in public ownership. These public lands are all in the category of "isolated and disconnected tracts," while the contiguous sections are railroad lands. It is common knowledge that vast areas of these railroad lands have been sold or leased to large and powerful stockraising interests. Under the terms of the act under consideration the occupant of the railroad lands and no one else would be entitled to lease the intervening even-numbered sections. Thus this provision patently would operate for the benefit of the large holder.

The small stockman who has taken a stockraising homestead on an even-numbered section in such a region would find himself in a sad plight for the reason that no homestead is contiguous to checkerboarded public lands. He would be deprived of all right or opportunity to acquire by lease or otherwise any other even-numbered section in the region. It is the wise intent of the grazing act of 1934 that, commensurate with proper use, the small owner shall be given at least an equal opportunity with his more powerful neighbor to enjoy the benefits of regulated grazing on the public lands. This will not be possible if this act becomes law.

The present program for administering the isolated tracts is based upon a leasing system which permits stockmen to acquire the right for a period not to exceed ten years to graze their herds on the public domain. Under the amendatory act such a lease could be cancelled arbitrarily as the result of the exchange provision. The grazing administration should not be required to issue leases that lack assurance to the lessee that he will not be disturbed for the term of the lease, particularly when such a lease can be made a valuable credit asset at the bank.

The bill also authorizes employment of personnel without regard to the provisions of the civil service and limits employment to bona fide citizens and residents of the State in which service is to be rendered. This would mean that the employees in any grazing district whose chief duty it is to maintain fair dealing among local permittees, would themselves be local residents subject to local pressure, to the vagaries of local factional strife, and to the whims of some dominant local stockman. The civil service has proved itself an excellent medium for the selection of qualified employees and the maintenance of personnel free from the pressure of powerful local or selfish interests. Civil service rules should continue to govern employment in the grazing administration. Qualifications and not residence should control the selection of personnel.

In conclusion, I may summarize my reasons for withholding my approval from this amendment: The exchange and isolated tract provisions would probably promote monopolistic private control of a natural resource and tend to destroy the small stockman and homesteader; they could result eventually in transferring title to the remaining public domain to the States; they would practically destroy the two principal objectives of the present grazing law, which are the conservation of a valuable natural resource and the stabilization of the livestock industry; and they would turn over to local control the management of a national resource by restricting the power to select personnel. Above all, the most fatal result would lie in the subversion of our national conservation program which this Administration has fostered and which I desire to promote in every possible way.

If and when the Congress shall desire to establish a different land policy and embark upon a radically new course with respect to what remains of our public domain there should be a frank and full consideration of the subject. One hundred and sixty-five million acres of land that belong to the people as a whole should not be permitted to be alienated as the result of obscure language, the implications of which were undoubtedly not understood when this act was pending. I cannot believe that the Congress intended to do indirectly what it has thus far refused to do directly. The chosen officials of the people must vigilantly guard the common heritage of the people.

Very sincerely yours,

HAROLD L. ICKES

[W. H. PRESS RELEASES:M]

[1]Hearings were held on this bill and on the Senate companion bill: House Committee on Public Lands, *To Provide*

for the Orderly Use, Improvement and Development of the Public Range, Hearings, 74th Cong., 1st sess., on H. R. 3019, March 1-12, 1935 (Washington 1935); Senate Committee on Public Lands and Surveys, *To Amend the Taylor Grazing Act,* Hearings, 74th Cong., 1st sess., on S. 2539, May 15, June 12, 1935 (2 pts.) (Washington, 1935). The debate, which was vigorous, traversed much the same ground as that covered in the debate on the Taylor bill. The President's statement and the accompanying statement by Ickes were not addressed to the Congress (which had adjourned) but were issued as a matter of public information. Roosevelt explained most of his vetoes; see statement in Rosenman (ed.), *Public Papers,* III, 305-306.

415 SENATOR DUNCAN U. FLETCHER OF FLORIDA TO ROOSEVELT

[WASHINGTON] *September 6, 1935*

MY DEAR MR. PRESIDENT: Enclosed find copy of S. 3417, introduced by me August 14, 1935: "To provide for extending credit to aid in the conservation and operation of forest lands, to establish a forest credit bank, and for other purposes," copy of tentative draft of which was submitted to you and by you—I understand, referred to Secretary Wallace, Governor Myers, and Director of the Budget Bureau.

You will recall that I discussed with you—on at least two occasions, this proposed legislation.

As this bill pertains to a subject in which you have on many occasions expressed interest, it may be that you would—in due course, care to advise me as Chairman of the Committee.

I have requested views of Secretary Wallace, Governor Myers, and Director of the Budget Bureau.

Very respectfully and sincerely,

DUNCAN U. FLETCHER

[13:OF 149:TS]

416 SENATOR JOSEPH C. O'MAHONEY OF WYOMING TO ROOSEVELT

BUFFALO, N. Y., *1935 Sept. 6*

[Telegram] DEAR MR. PRESIDENT: I have just read the memorandum of the Dept. of the Interior which accompanies the veto of the amendments to the Grazing Act.[1] Its contents compel me to express my great regret that you saw fit to act upon that recommendation. As one who supported this bill and helped to draft some of its criticized provisions, I challenge the accuracy of the memorandum and I resent the charge that the bill was written in the interest of monopoly and special privilege. I do not hesitate to say that the western states are the most progressive in the Union and that with respect to the great liberal movement in which we are engaged, the record of the public land states will bear comparison with that of any other part of the country. The public land states are entitled as a matter of right to the protections against bureaucratic control which were written into this bill. If you had the time to reread the memorandum I feel that you would share my belief that its author was more concerned about firmly establishing complete control of grazing than about protecting the small stockman and homesteader. What possible objection can there be to the selection of supervisory officials from the states which are affected? What better way could there be to protect the small stockman and the homesteader than to give him a voice in the regulatory administration? Observe the contemptuous attitude toward the states which the memorandum displays. Exchanges would be made "merely on the application of a state." The Federal

Government would have to act "at the behest of the coveting state." Again a state "would have its cake and eat it too." The provisions of this bill for the exchange of lands with states were drafted after consultation with representatives of the Department and the members of the committee were led to believe they were satisfactory. The new draft was necessary to carry into effect the provisions of the present law with respect to exchanges and leases which the Interior Department has chosen to disregard. Had I had the opportunity to examine the memorandum I am confident I should have been able to convince you that its arguments are without foundation in fact and that you could have safely relied upon the judgment and good faith of the members of the Committees on Public Lands in both the House and Senate who, as I recall, unanimously approved this bill.[2]

JOSEPH C. O'MAHONEY

[13:OF 633:T]

[1]*Ante,* 414.

[2]Answered *post,* 420.

417 ROOSEVELT TO CHARLES L. PACK, PRESIDENT, AMERICAN TREE ASSOCIATION, Washington, D. C.

HYDE PARK, N. Y., *September 7, 1935*

Personal

DEAR MR. PACK: Many thanks for sending me those interesting clippings and the article.[1] Some day I hope to talk with you in regard to the future of CCC. I believe very firmly that it is one of the things which must be made permanent but this raises important question relating to the unemployment situation, not only as of today but as of the future.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 191:CT]

[1]Enclosed in Pack's letter of Sept. 6, 1935 (OF 268). The article, "Pack Asks Action on CCC Enlistments," appeared in the *Forestry News Digest,* September, 1935; the clippings referred to the article. In this Pack urged that the Civilian Conservation Corps be continued.

418 GOVERNOR CHARLES H. MARTIN OF OREGON TO ROOSEVELT

SALEM, OREGON, *September 13, 1935*

DEAR MR. PRESIDENT: The purchase of submarginal land by the Federal Government and the transfer of the settlers owning this land to other areas upon which they are more apt to be able to make a living has attracted considerable interest in this state, particularly in eastern Oregon. I understand that the submarginal land program has been decreased by approximately 52 per cent because of either overexpansion of the projects at their inception or a too rapid expenditure of funds. I have been endeavoring to get the submarginal land purchase program expanded into two additional areas in eastern Oregon, but without success. I am informed that it is impossible to expect any expansion, and I am appealing direct to you,

presenting the situation as it has been reported to me by special investigators.

In northern Lake County, Oregon, there is an area of approximately 400,000 acres of land which is wind blown, drought stricken, and from which the majority of the settlers have left or are about to leave. This area borders national forests and grazing districts set up under the Taylor Act. It was originally grazing land, and in the opinion of those who should know, should be restored to grazing. It probably can be purchased at an average of $2.50 an acre.

In addition to this, numerous settlers in southern parts of Deschutes and Crook Counties have appealed to me for help in getting the submarginal land purchase program extended to them in order that they may realize something from the equity in their dry-farm homesteads in order to move elsewhere where they may be more apt to make a living. This land, like that in northern Lake County referred to above, was originally grazing land of a desert type and is fit for nothing else. There are probably 100,000 acres of this type of land, perhaps more. These holdings are scattered, while those in northern Lake County are pretty generally consolidated.

It probably would require from $1,200,000 to $1,500,000 to purchase the land which is involved in these two general regions, in which the present settlers have expressed a desire to sell to the Government. Two purposes would be served. First, these people would be given an opportunity to restore themselves to a more secure and stable economic status. Second, the land purchased would logically be incorporated into grazing districts and come under the general supervision of the Division of Grazing of the Department of the Interior. I am therefore requesting that you give this matter personal attention and refer it to the proper authorities with the suggestion that they cause to be made a careful investigation of the adaptability of these lands to their present use. May I request that if your investigators come to the same conclusions as mine, that you extend the submarginal land purchase program to these two areas.[1]

With kindest regards, I am, Cordially and sincerely yours,

CHARLES H. MARTIN

[13:OF 1414:TS]

[1]Answered *post*, 429.

419 SPEECH BY ROOSEVELT, Lake Placid, New York, September 14, 1935

GOVERNOR LEHMAN, COMMISSIONER OSBORNE, MY FRIENDS: Today brings back many memories. The last time I was in this spot, speaking in fact from this same platform, I am told, was three years ago at the time of the Olympic ice sports. We had as our guests in the State a great many men and women from Europe, most of the countries of Europe, and Japan. I am very glad that this beautiful Stadium has proven its usefulness on a good many other occasions.

My memory goes back a good deal further than three years ago, in fact it goes back to twenty-five years ago, when a very young and unexpectedly elected Senator from the Hudson River Valley, because they couldn't think of anything else for him to do in the Senate, made him a Chairman of what was known as the Forest, Fish and Game Committee. It was a post that was supposed to be a sinecure, one of no importance, became in those days there was no such thing as the Conservation Department. The Forest, Fish and Game Commission of the State, headed up by an old friend of mine, the father of Commissioner Osborne, started in

during the following two years on what was the germ of this great development. We had been protecting what game we had left, we had been planting a few fish in the streams and, with an entirely inadequate force, we were trying, almost in vain, to prevent fires in the Adirondacks. As a matter of fact, the Adirondacks Preserve and the Catskill Preserve in those days were only half the size that they are today. We were growing in the nurseries of the State a few hundred thousand trees, very few people were using them and there was practically no interest in what you and I know today as conservation in its broadest sense.

But, beginning under the leadership in those days of Commissioner Osborne—Lithgow's father—people began to take an interest. There was a very fine episode that occurred in that session of the Legislature. I was very keen, after having studied the subject, to get the people of the State interested in preventing soil erosion in the Adirondacks. There were great areas which had been cut over, the tops of the trees remaining far above the ground. I wanted to get through what was known as the Top Lopping Law and I wanted to get people interested in seeing to it that the trees were preserved on the tops of our mountains. So I invited the Chief Forester of the United States, a man by the name of Gifford Pinchot, who was one of the pioneers of forestry, who had studied in Europe, in come up to Albany. We had a session in the Assembly Chamber and to it I succeeded in getting a large number of Senators and Assemblymen.[1]

Gifford Pinchot put two pictures on a screen and those two pictures did more than any other thing to sell conservation to the Legislature of the State of New York. One of them, the first one he showed, was a photograph of an old Chinese painting, the painting of some place up in North China having been executed in approximately the year 1510, four hundred years before this talk that he was giving. It showed a beautiful valley, and a walled town in the valley. It was a town which, history says, had three hundred thousand people in it. There was a beautiful stream running through that valley with fields and crops on both sides of it. It was obviously a stream that was not subject to flood conditions. The mountains on each side of the valley were covered with spruce pine forests, clear to their tops. But, if you examined this old painting, you would see that up on the side of one of those mountains was a streak, and if you examined it closely, you found that it was a logging chute. In other words, those old Chinamen, four hundred years before, had begun to cut the timber off the top of the mountain and they were chuting it down to the valley for all kinds of purposes. They had never heard of conservation and history shows that for the next one hundred years the people in that valley cut off all the trees from the top of the mountain.

Then came the second picture, one that Gifford Pinchot, I think, had taken himself, had taken from the identical spot where the first painting had been made. That second picture showed a desert. It showed mountains that had rocks on them and nothing else. There was no grass, no trees, just rocks. In other words, the entire soil had been washed off those mountains and there they were, bare for all time. Down in the valley, the old, walled town was in ruins. I think there were three hundred people left in the ruins, trying to eke out a meagre existence. The stream had become a flood stream. Rocks and boulders had covered the fertile fields that once existed on both sides of the stream.

There you saw the wreck of a great civilization of four hundred years ago and nothing left except some ruins and rocks.

Well, that picture in those days, twenty-five years ago, sold conservation and forestry to the Legislature of the State of New York. And, as a result, we were enabled to get through the first important legislation for conservation. From that time on, you and I know the history. You know that a few years ago we started a more ambitious program in the State, not only for fish and game, but also for the continued purchase by the State of submarginal land and worked out a program for the better use of land as a whole.

It is fine to see this splendid and efficient force under the State Conservation Department. Each year that goes by, they are becoming more efficient, and this is one of the activities of the State that I am very certain will keep going through all the years.

I am glad also to see these boys from the CCC Camps. It is just two years ago when a certain person, who was entering a political campaign, suggested that for the preservation of the forests of the Nation, for the planting of acres that needed planting, for the purposes of preventing soil erosion and, incidentally, for the purpose of helping a great many unemployed families, that the Government of the United States ought to take several hundred thousand young men and ask them to go into forests all over the United States, to preserve those forests and to increase them. And I remember the comment that greeted that suggestion. Some of you who are here remember the ribald laughter about planting trees, this "crazy dream," this "political gesture."

Well, there are five hundred and ten thousand young men today in CCC Camps in every State of the Union. They are preserving the forests and the soil of the United States for generations to come. The idle dream has become a fact. And I see no reason why I should not take this occasion to tell you that, in my judgment, these Camps that do so much good in every State of the Union are not only good for future generations but are doing a lot of good for this generation. I see no reason why I should not tell you that these Camps, in my judgment, are going to be a permanent part of the policy of the United States Government.[2]

Of course, I do not know if, when Congress meets again, we shall be able to continue them on the present very large scale. Over one million boys, during the past two years, have passed through or are now in those Camps. We have over five hundred thousand now but, if things go along as they are today with a general pick-up in employment, it is my thought that in the future years, the people of this country might well afford to have, every year, three hundred thousand young men go through these Camps. We have, very literally, only just scratched the surface. We have a long ways to go. There is enough work in sight right in this State—I think Commissioner Osborne will bear me out—to continue the work of the CCC Camps for a whole generation to come.

There is one more point that I would like to make to you who are regularly in the service of the State. You are accomplishing the forestry game end of it. You are accomplishing an exceedingly useful purpose. There has been great progress on State lands but, at the same time, one of our problems is to extend the knowledge and practice of forestry to private lands as well. This state is not nearly as badly off today as a great many other States, but, of course, lumber, timber, is a commercial asset to the Nation. And so, outside of these permanent Government preserves, where we are not going in for commercial timber, outside of those areas, there are millions of acres that are being used for commercial forestry. The professional foresters, of which I almost consider myself one because they made me an honorary member—the professional foresters of the country sometimes use long words: They are all working today for what they call "sustained yield." Well, the average citizen does not understand what "sustained yield" means. So, for those average citizens I will translate it in this way: What we are seeking in all the privately owned forest lands, from the farm woodlot up to the large lumbering operations, what we are seeking is the treatment of trees as a crop. Now, that does not mean merely a crop, but an annual crop.

In other words, we must start at the bottom and persuade the farmer that he must only take off his woodlot each year the amount of trees—lumber, logs, cordwood, whatever it may be—equivalent to the growth made in that woodlot that year. And so with the larger lumbering operations. There are more and more lumber companies with very large acreage who are coming to this annual crop theory. With that, we shall eliminate some of the terrific evils of

the past. Not in this State, but in many States you will find abandoned communities, communities that sometimes ran as high as three thousand or five thousand people, that were put in there for a lumbering operation. The timber was cut clean over a period of five or ten years and then that community was abandoned to its fate. If you put this thing on an annual basis, your communities in the forest areas will last for all time.

Then there is one other phase of it that is worth thinking about. If timber is treated as an annual crop, it becomes an asset on which you can raise money and I hope that the next session of the Congress will pass legislation which will extend credit to the owners of forest land, credit based on the asset of the crop. There is no reason why either Government or private banking industry should not consider trees just as much of an asset, if they are properly taken care of, as houses or barns or anything else on which, today, we extend credit.

These are some of the things that Conservation has got to look forward to, and in the meantime the spreading of the gospel, the spreading of the gospel of conservation, is something that we are succeeding in accomplishing. The people in the last two years have become more and more conscious of the practical economic effect of what we are doing. They are becoming more and more conscious of the value to themselves, city dwellers and country dwellers, in protecting these great assets of nature that God has given us.

And so, my friends, as a very old Conservationist, I am glad to be with you here today and to congratulate you on the fine work that you are doing. May it go on through all the years.[3]

[SPEECH FILE:T]

[1]Cf. *ante, 12.*

[2]Roosevelt again promised to keep the Civilian Conservation Corps going as a permanent institution in a speech at the CCC camp at Warm Springs on Dec. 7, 1935 (Speech File).

[3]This speech (delivered at 9:45 A. M.) was exemporaneous; the text here printed is that of the official stenographic transcript. The occasion was the celebration of the fiftieth year of conservation in New York; at the Lake Placid stadium Roosevelt saw a display of conservation work: "Tree planting, tree culture and the fighting of forest fires . . . to the accompaniment of music by the band of the Sixteenth Regiment of infantry . . ." (New York *Times,* Sept. 15, 1935, p. 35). The President spoke again at noon of the same day (also extemporaneously) at the dedication of the Whiteface Mountain Memorial Highway, a memorial to New York soldiers who had died in World War I. In this speech (printed in Rosenman, ed., *Public Papers,* IV, 358-361), he referred to the opposition of those who had objected to the building of the highway because it encroached on the wild forest character of the Forest Preserve: "Yet you and I know that it is only a comparatively small proportion of our population that can indulge in the luxury of camping and hiking. Even those who engage in it are going to get to the age of life, some day, when they will no longer be able to climb on their own two feet to the tops of mountains."

420 ROOSEVELT TO SENATOR JOSEPH C. O'MAHONEY OF WYOMING

HYDE PARK, N. Y., *September 16, 1935*

MY DEAR SENATOR O'MAHONEY: Secretary Ickes has submitted a report on your telegram of September 6 concerning the veto of the proposed legislation amending the Taylor grazing act of June 28, 1934 (48 *Stat.* 1269).[1] He states the Interior Department has no objection to local stockmen having a voice in the administration of the Taylor grazing act. On the contrary, that Department has adopted regulations to give the stockmen of each grazing district a very important role in the administration of their affairs. These stockmen are authorized to elect from among their own members a group of district advisors who receive appointment as Federal officials and perform a major part of the task incident to the

management of the affairs of their districts.

During the period since the enactment of the Taylor grazing act preliminary organization activities essential to development of a land program for the vast public domain region have proceeded rapidly. On November 26, 1934, all the public domain in the 10 principal public-land States was withdrawn from all forms of entry in aid of the administration of the law. By February 1 the boundaries of 50 grazing districts had been tentatively outlined. On May 20 I modified the Executive order of withdrawal to permit filing of State selections. An Executive order is now in course of preparation which will permit filing of applications for sale and lease of isolated tracts of land. Every effort is being made by the Interior Department to facilitate the operation of all provisions of the Taylor grazing act.[2]

I believe that a frank discussion with the Interior Department will result in a satisfactory adjustment of your differences of opinion.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 633:CT]

[1]The "report" is the letter here printed.

[2]Further details on these withdrawals are found in the Secretary of the Interior's 1935 *Annual Report,* pp. 13-14.

421 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *Sept. 18, 1935*

MY DEAR MR. PRESIDENT: I have the honor to transmit a report on the Upper Rio Grande situation prepared by a special Board of Review of the National Resources Committee.[1]

The report states that the water-supply of the region is already fully appropriated and that increased water-consumption in this Basin will be promoted by projects for which Federal allotments have been made or are now being sought. It is shown that the investments of various Federal agencies have resulted in destructive conflict. Additional similar Federal allotments will impair the security on all such investments, contribute to violation of an Interstate Compact, and lead to social insecurity.

The Board of Review recommends that action to rescind, hold or approve current projects in the Upper Rio Grande Basin be taken as shown on the attached summary sheet, and I concur in these recommendations.

To avoid new conflicts I further recommend that you instruct the Federal agencies from which loans and grants are being sought in this region to notify their appropriate representatives in Colorado and New Mexico as well as in Washington, not to approve any application for a project involving the use of Rio Grande waters without securing from the National Resources Committee a prompt opinion on it from all relevant points of view.

A suggested draft of a letter designed to carry out this recommendation is attached for your consideration. If you approve this procedure, I shall be glad to place photostat copies of this

communication in the hands of all departments or agencies which may be involved.

Finally, the Board of Review recommends a constructive program of planning and research to promote the wise development of this area. Steps are being taken to push forward this program by the National Resources Committee in cooperation with the Tri-State Compact Commission, but action to clear up the present confusion as outlined above is considered essential to progress.

Sincerely yours,

HAROLD L. ICKES

[13:OF 1018:TS]

[1]"Report of Rio Grande Board of Review," Sept. 13, 1935, prepared by H. J. S. Devries, W. W. McLaughlin, Harlan H. Burrows, and submitted by Abel Wolman, chairman of the Water Resources Committee, to Frederic A. Delano, chairman of the Advisory Committee to the National Resources Committee, under cover of a letter of Sept. 14, 1935. Both the report and the letter are copies.

[2]See *post*, 425.

422 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *Sept. 19, 1935*

MEMORANDUM FOR THE PRESIDENT: . . . The bill which Senator Fletcher introduced on August 14, 1935 (S. 3417) and which he enclosed in his letter to you of September 6, 1935, is essentially identical with the proposed draft of legislation which accompanied his letter to you of May 25, 1935, except that the original capital stock of the proposed forest credit bank, for which an appropriation is authorized, is reduced from $40,000,000 to $10,000,000.

Notwithstanding the proposed reduction in the amount to be appropriated for the purchase of capital stock, I am of the opinion that, from a budgetary standpoint, this proposed legislation should not be enacted in the near future and I recommend that Senator Fletcher be advised to this effect. A suggested draft of reply, for your signature, is enclosed.

It is requested that I be advised of your decision in the matter.[1]

D. W. BELL

[13:OF 79:TS]

[1]Fletcher's forest credit bill was referred to the Senate Committee on Banking and Currency but was not reported *(Cong. Rec.*, 74th Cong., 1st sess., 79:12, 13032). Bell's draft letter, stating that the proposed legislation was not in accord with the Administration's financial program, was not sent. See below.

423 ROOSEVELT TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

HYDE PARK, N. Y., *September 21, 1935*

MEMORANDUM FOR THE ACTING DIRECTOR OF THE BUDGET: I think it is too

early to make a determination of this character. I am in favor of extending forest credit because it falls into much the same category as R. F. C. loans and Farm Credit.

Will you ask the Department of Agriculture and the Treasury Department to discuss this matter?

Perhaps the extension of the powers of R. F. C. to cover this subject would be the easiest way. Another suggestion is to transfer ten or twenty million dollars lending capacity from R. F. C. to Farm Credit and let the latter administer the Act.

F.D.R.

[13:OF 149:CT]

424 ROOSEVELT TO GOVERNOR LESLIE A. MILLER, Cheyenne, Wyoming

WASHINGTON *[September 23, 1935]*[1]

MY DEAR GOVERNOR MILLER: I have received your letter of September 11, enclosing copy of the letter you addressed to Secretary Ickes under that date discussing a recent Associated Press dispatch setting forth a policy of the Interior Department to include the entire public domain in grazing districts under the Taylor grazing act.[2]

Secretary Ickes advises me that no such policy has been adopted but that plans are being considered for a temporary regulation of grazing in certain grazing districts recommended by the local stockmen beyond the 80,000,000 acre limitation of the Taylor grazing act, subject to later approval by the Congress. Also, the Interior Department is seeking a method of making effective immediately the provisions of the Taylor grazing act for sales or leases of isolated tracts in areas not recommended for inclusion in grazing districts. A precedent as to sales and exchanges has been established by Executive order of May 20, 1935, under which the State exchange provisions of the Taylor law have been made effective.

I believe the foregoing procedure is in accord with the interests and desires of the public land States and desirable from the standpoint of the Federal Government.[3]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notations: AS] BURLEW SEAVEY ICKES

[13:OF 633:CT]

[1]A supplied and approximate date.

[2]Miller's letter, and the copy of his letter to Ickes, Sept. 11, 1935, are present (OF 633).

[3]Drafted by the Interior Department.

425 ROOSEVELT TO CERTAIN FEDERAL AGENCIES

[WASHINGTON] *September 23, 1935*

To FEDERAL AGENCIES CONCERNED WITH PROJECTS OR ALLOTMENTS FOR WATER USE IN THE UPPER RIO GRANDE VALLEY ABOVE EL PASO: From information secured by the National Resources Committee, it appears that in view of the practically complete present appropriation of reliable water supply in the basin of the Rio Grande above El Paso, Federal investments in this region which promote increased use of water tend to impair the security of extensive prior investments of Federal funds, to violate the terms of an Interstate Compact to which the Federal Government is a party, and to promote social insecurity in the region.

Please instruct appropriate officials of your agency in Colorado and New Mexico, as well as in Washington or in other supervisory offices, not to approve any application for a project involving the use of Rio Grande waters without securing from the National Resources Committee a prompt opinion on it from all relevant points of view.

[FRANKLIN D. ROOSEVELT]

[13:OF 1018:CT]

426 SPEECH BY ROOSEVELT, Fremont, Nebraska, September 28, 1935

[Excerpt] Three years ago, in the desperate struggle to keep want from the threshold, farmers, no matter how much they might have wished to adopt cropping practices that would conserve and build the fertility of their soil, were compelled to raise more bushels of wheat and corn, more pounds of cotton or tobacco than their land could properly sustain through the years. But with this compelling necessity now passed, they can put scientific crop rotation systems into effect and save their soil fertility. That, my friends, is of equal interest in Pennsylvania and in Nebraska, in Maine and in Georgia. The dust storms that a few months ago drifted from the western plains to the Atlantic Ocean were a warning to the whole Nation of what will happen if we waste our heritage of soil fertility, the ultimate source of our wealth and of life itself.

I have not the time to talk with you in detail about what the Government is trying to do to prevent soil erosion and floods. You know much of that great work to encourage forestation, to give people the opportunity voluntarily to move off submarginal land and on to adequate land where they can make both ends meet—in other words, to use every square mile of the United States for the purpose to which it is best adapted. That in its accomplishment is a project of a hundred years. But for the first time in the history of the Nation, we have started on that project because for the first time we have begun to understand that we must harness nature in accordance with nature's laws, instead of despoiling nature in violation of nature's laws.[1]

[SPEECH FILE:T]

[1]This speech is one of several made by Roosevelt in the course of a western trip which took him from Washington to San Diego between September 26 and October 2. The text of this excerpt is that of the official stenographic transcript; with this is a copy of the mimeographed press release bearing White House reporter Kannee's notes of the changes made by Roosevelt in reading the speech. (The reading copy is not present nor have any drafts been found.) Such revisions in the whole text are numerous but are chiefly those of form; one interesting change of content should, however, be noted. This was Roosevelt's substitution, in the third sentence of this excerpt, of "Nebraska" for "Kansas." For the whole speech, which deals in general with the Administration's agricultural policies, see Rosenman (ed.), *Public Papers,* IV, 379-386. This follows the stenographic transcript in the main. (In editing Roosevelt's speeches, Rosenman frequently combined elements of the prepared text and the stenographic text. His method is explained in his foreword to volume X of the *Public Papers.)*

427 SPEECH BY ROOSEVELT AT THE DEDICATION OF BOULDER DAM, September 30, 1935

[Excerpt][1] SENATOR PITTMAN, SECRETARY ICKES, GOVERNORS OF THE COLORADO'S STATES, AND YOU ESPECIALLY WHO HAVE BUILT BOULDER DAM: This morning I came, I saw and I was conquered, as everyone would be who sees for the first time this great feat of mankind.

Ten years ago the place where we are gathered was an unpeopled, forbidding desert. In the bottom of the gloomy canyon whose precipitous walls rose to a height of more than a thousand feet, flowed a turbulent, dangerous river. The mountains on either side of the canyon were difficult of access with neither road nor trail, and their rocks were protected by neither trees nor grass from the blazing heat of the sun. The site of Boulder City was a cactus-covered waste. And the transformation wrought here in these years is a twentieth century marvel.

We are here to celebrate the completion of the greatest dam in the world, rising 726 feet above the bedrock of the river and altering the geography of a whole region; we are here to see the creation of the largest artificial lake in the world—115 miles long, holding enough water, for example, to cover the whole State of Connecticut to a depth of ten feet; and we are here to see nearing completion a power house which will contain the largest generators and turbines yet installed in this country, machinery that can continuously supply nearly two million horsepower of electric energy. All of these dimensions are superlative. They represent and embody the accumulated engineering knowledge and experience of centuries, and when we behold them it is fitting that we pay tribute to the genius of their designers. We recognize also the energy, the resourcefulness and the zeal of the builders, who, under the greatest physical obstacles, have pushed this work forward to completion two years in advance of contract requirements. But especially, my friends, we express our gratitude to the thousands of workers who gave brain and brawn in this great work of construction.

Beautiful and great as this structure is, it must also be considered in its relationship to the agricultural and industrial development and in its contribution to the health and comfort of the people of America who live in the Southwest.

To divert and distribute the waters of an arid region so that there shall be security of rights and efficiency in service, is one of the greatest problems of law and of administration to be found in any government. The farms, the cities, the people who live along the many thousands of miles of this river and its tributaries all of them depend for their permanence in value upon the conservation, regulation, and the equitable and fair division of its ever-changing water supply. What has been accomplished on the Colorado in working out such a scheme of distribution is inspiring to the whole country. Through the cooperation of the States whose people depend upon this river, and of the Federal Government which is concerned in the general welfare, there is being constructed a system of distributive works and of laws and practices which will insure to the millions of people who now dwell in this basin, and to the millions of others who will come to dwell here in future generations, a safe, just, and permanent system of water rights. In devising these policies and the means of putting them into practice the Bureau of Reclamation of the Federal Government has taken and is destined to take in the future, a leading and helpful part. The Bureau has been the instrument which gave effect to the legislation introduced into the Congress by Senator Hiram Johnson and Congressman Philip Swing.

When in flood the river was a threatening torrent. In the dry months of the year it shrank to a trickling stream. For a generation the people of Imperial Valley had lived in the shadow of

disaster from this river which provided their livelihood, and which is the foundation of their hopes for themselves and their children. Every spring they awaited with dread the coming of a flood, and at the end of every summer they feared a shortage of water would destroy their crops.[2]

The gates of these great diversion tunnels were closed here at Boulder Dam last February and in June a great flood came down the river. It came roaring down the canyons of the Colorado, through Grand Canyon, Iceberg and Boulder Canyons, but it was caught, it was caught and held safely behind Boulder Dam.

Last year a drought of unprecedented severity was visited upon the west. The watershed of this Colorado River did not escape. In July the canals of the Imperial Valley went dry. Crop losses in that Valley alone totaled $10,000,000 that summer. Had Boulder Dam been completed one year earlier, this loss would have been prevented, because the spring flood would have been stored to furnish a steady water supply for the long dry summer and fall.

Across the San Jacinto mountains southwest of Boulder Dam the cities of Southern California are constructing an aqueduct to cost $200,000,000, which they have raised, for the purpose of carrying the regulated waters of the River to the Pacific Coast 250 miles away.

And across the desert and mountains to the west and south run great electric transmission lines by which factory motors, street and household lights and irrigation pumps can be operated in Southern Arizona and California. Part of this power will be used in pumping the water through the aqueduct to supplement the domestic supplies of Los Angeles and surrounding cities.

Navigation of the river from Boulder Dam to the Grand Canyon has been made possible, a 115-mile stretch that had been traversed less than half a dozen times in all history. An immense new park has been created for the enjoyment of all of our people. And that is why, my friends, those of you who are not here today but can hear my voice, I tell you—come to Boulder Dam and see it with your own eyes.[3]

[RL RECORDINGS:25]

[1]This excerpt comprises the first half of the Boulder Dam speech; the second half is a defense of public works as a means of giving employment and of adding to the national wealth. The text is that of the recorded radio broadcast; other texts in the Roosevelt Library are the reading copy; a copy of the mimeographed press release of the reading copy (bearing notations by the official reporter of some of the changes made in the speech by Roosevelt at the time of delivery); and the official stenographic transcript. No drafts of the speech are present. The entire speech is printed in Rosenman (ed.), *Public Papers,* IV, 397-402; this follows the stenographic transcript. The President departed in a number of places from the reading copy; of the changes made in the excerpt here printed only one is of importance and this is noted below.

[2]In the reading copy (and, with the omission of the first three words, also in the stenographic transcript) this paragraph begins: "We know that as an unregulated river, the Colorado added little of value to the region this dam serves." Roosevelt's deletion of this slighting reference to the scenic Colorado was presumably deliberate.

[3]Roosevelt made one more speech on his western trip, at San Diego, California, Oct. 2, 1935. Here he boarded the U. S. S. *Houston* for the trip home.

428 ROOSEVELT TO SENATOR DUNCAN U. FLETCHER OF FLORIDA

[LOS ANGELES, *October 1, 1935]*

MY DEAR SENATOR FLETCHER: This is in reply to your letter of September 6, 1935, with which you enclosed a copy of S. 3417, introduced by you August 14, 1935, to provide for extending Federal credit to aid in the conservation and operation of forest lands through the medium of a Forest Credit Bank.

I am in favor of extending forest credit, but am not prepared at this time to make a determination as to the method which should be adopted. I am having the matter looked into from several angles and at a later date will advise with you further.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

CLD/MLS

[Notation: AS] DWB

[Notation: A] Oct 1/35

[13:OF 149:CT]

[1]Drafted in the Budget Bureau, presumably by Charles L. Dasher, assistant to the Budget Director. An earlier Budget Bureau draft, sent to the White House on September 19 (OF 149), contained this additional paragraph: "I have looked into this matter carefully and assure you that I am in thorough accord with the purposes sought to be accomplished by the bill which you have introduced. However, I find it necessary to decide that enactment of the proposed legislation during the next session of Congress would not be in accord with my financial program." A notation on this draft reads, "Not signed C. T. H." (Clarence T. Hess of the White House Office of Chief of Records.)

429 ROOSEVELT TO GOVERNOR CHARLES H. MARTIN, Salem, Oregon

U. S. S. "HOUSTON," *October 14, 1935*

MY DEAR GOVERNOR MARTIN: This will acknowledge your letter of September 13, relative to the acquisition of additional lands in Eastern Oregon in connection with the land conservation program of the Resettlement Administration.

Five projects involving the acquisition of approximately 600,000 acres of land at a cost roughly of $3,000,000 have been under investigation in your State. You undoubtedly are familiar with each of these projects. These projects, as originally initiated, involved proposed purchases of land substantially as follows: the Central Oregon Grazing Project located in Jefferson, Crook, and Deschutes Counties, 400,000 acres; the Western Oregon Scattered Settlers Project located in Tillamook, Lincoln, Lane, and Yamhill Counties, 120,000 acres; the Burns Colony Project located in Harney County, 600 acres; the Lake Malheur Project, also located in Harney County, 65,000 acres; and the Silver Creek Recreational Project located in Marion County, 15,000 acres.

Because of the limited funds available for the purchase of land, the land acquisition program in Oregon was drastically curtailed, in line with the reduction made in the program for the Country as a whole. Preliminary estimates indicate that about one-half of the acreage originally proposed for purchase in connection with the Central and Western Oregon projects can now be acquired; that the two projects in Harney County may be continued practically as originally proposed; and that the Silver Creek Project must be suspended for the present. These changes in the program for Oregon were made only after giving careful consideration

to the status of the investigational work on each project and the need for providing funds for the completion of various types of projects that have already been initiated.

Naturally, the Resettlement Administration has had many requests for the initiation of new projects. Many of these proposals are highly meritorious, but since our funds must be closely budgeted to accomplish the basic purpose of the Emergency Relief Appropriation Act, the initiation of these new projects would necessarily force abandonment of worthy projects which have already been established and on which considerable expenditure has already been incurred.

On the basis of your recommendation, the Resettlement Administration has instructed the Regional Director, Land Utilization Division of that Administration, to investigate, for purposes of possible future expansion of the program, the possibilities of establishing projects in Northern Lake County and in the Southern part of Deschutes, Crook, and Oregon Counties.[1]

Thanking you for bringing the situation in Eastern Oregon to my attention, I am, Sincerely yours,

[FRANKLIN D. ROOSEVELT]

LJP/GR

[13:OF 1414:CT]

[1]Drafted by the Resettlement Administration. Assistant Administrator Alexander, in his letter of Oct. 8, 1935, sending the draft (OF 1414), said that in view of the drastic reductions which had been made in the land conservation program, "it would seem inadvisable further to curtail or abandon projects, in order to increase funds for new projects in Eastern Oregon." See below.

430 ROOSEVELT TO REPRESENTATIVE WILLIAM A. ASHBROOK Of OHIO

WASHINGTON, *October 24, 1935*

MY DEAR MR. ASHBROOK: This will acknowledge your letter of September 20, urging that the Mohican Forest and Recreational Park Project in Ashland, Holmes and adjoining Counties in Ohio be continued.[1]

At the time you discussed this project with Mr. Tugwell, it was hoped that this project might be continued on the basis of the acquisition of 5,000 acres to be used principally for recreational purposes. This, however, was before a second reduction was made in the land utilization program. At the time of making the second reduction it was found necessary to suspend the project.

You are, of course, aware that funds for continuance of the land utilization program are derived from the Emergency Relief Appropriation Act of 1935. In view of the purposes and objectives of this Act it has been found possible to set aside a total of $20,000,000 for the purchase of land in connection with these projects. Since this amount was insufficient to purchase all of the land in projects as first revised, a second revision was necessary.

I am informed by Mr. Tugwell that the Mohican Project is a very worthy one and I have instructed him to give it further consideration in the event that funds should be made available for the purchase of additional land in the State of Ohio.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1568:CT]

[1]Ashbrook's letter was retained by the Resettlement Administration, drafter of the reply here printed.

431 STATEMENT BY ROOSEVELT ON THE AGRICULTURAL ADJUSTMENT PROGRAM

[WASHINGTON, *October 25, 1935]*

THE PRESIDENT TODAY ISSUED THE FOLLOWING STATEMENT:

In May, 1933, Congress enacted the Agricultural Adjustment Act, which was designed to relieve the distress then prevalent among farmers. Since that time several million producers have joined wholeheartedly with the Agricultural Adjustment Administration in far-reaching adjustment programs.

I wish to pay tribute to the courage and perseverance with which these farmers, using the facilities made available by Congress, have fought their way out of the acute depression which engulfed them in 1932. They have been patient in the face of delay, tolerant of a host of irritations and undeterred by opposition because they knew they could never win except through cooperation on a national scale. The first opportunity farmers ever had to work together on such a scale was afforded by the Adjustment Act.

The achievements of the A. A. A. for agriculture are apparent to millions of farmers. The improved demand for city-made goods resulting from increasing farm buying power is reflected in better business in towns and industrial centers everywhere. The Adjustment Act has served the national welfare.

There are people in this country who can see no room for further progress in agricultural adjustment. Of these, some would be content to continue the adjustment programs exactly as they are. There are even a few supporters of the A. A. A. so well satisfied with what has been done that they would like to call the job complete and finished.

But it never was the idea of the men who framed the Act, of those in Congress who revised it, nor of Henry Wallace nor Chester Davis that the Agricultural Adjustment Administration should be either a mere emergency operation or a static agency.

It was their intention—as it is mine—to pass from the purely emergency phases necessitated by a grave national crisis to a long time, more permanent plan for American agriculture.

Such a long time program is developing naturally out of the present adjustment efforts. As I see it, this program has two principal objectives:

First, to carry out the declared policy of Congress to maintain and increase the gains thus far made, thereby avoiding the danger of a slump back into the conditions brought about by our national neglect of Agriculture.

Second, to broaden present adjustment operations so as to give farmers increasing incentives for conservation and efficient use of the nation's soil resources.

Simplification of present programs, with a view to increased flexibility, would readily lend itself to the broad objectives outlined. Decentralization of machinery to get more efficient administration closer to the farmers already has begun, and will be vigorously continued. To simplify administration, the AAA will work toward the objective of one contract per farm. The modifications planned, in addition to making administration easier, will facilitate production adjustment either upward or downward.

The time may come when the AAA will prove as important in stimulating certain kinds of production as it has been in removing recent burdensome surpluses. For example, an expanded production of hogs, to replace shortages caused by drought, is contemplated under the proposed new corn-hog program, which is put up to a decision of producers in a nation-wide referendum tomorrow.

Present and future production of supplies of food and fiber ample for this country's need and for available export markets is a sound objective. However, there was nothing sound in the situation in the past when, spurred by ruinously low prices, farmers have been compelled to mine their soil of its fertility by over-intensive cultivation in a race to make up in volume of units what they had lost in unit price. This has resulted in waste on a colossal scale. Dust storms and mud-laden streams have been symbols of this exploitation.

Tens of millions of acres have been abandoned because of erosion. This jeopardizes both consumer and producer. Real damage to the consumer does not result from moderate increases in food prices, but from collapse of farm income so drastic as to compel ruthless depletion of soil. That is the real menace to the nation's future food supply. That has caused farmers to lose their homes. It has hastened the spread of tenancy. It lies at the root of many serious economic and social problems besetting agriculture.

Already the adjustment programs have made important gains in conservation and restoration of soil fertility. Many millions of acres which farmers have signed contracts to divert from surplus production are being devoted to legumes, pastures, hay and other crops which fertilize the soil and protect it from blowing and washing.

The long-time and more permanent adjustment program will provide positive incentives for soil conservation. The benefit payments can be made on a basis that will encourage individual farmers to adopt sound farm management, crop rotation and soil conservation methods. The crop insurance feature afforded by benefit payments will help farmers to maintain these beneficial systems of farming without interruption in poor crop years. Long-time adjustments can be adapted to natural soil advantages of regions and localities. Already the Adjustment Administration has under way local studies to help in working out farm programs on a county basis, so as to fit the best permanent use of the varying soil resources of the county, up to that county's share of available domestic and foreign markets. Thus, plans are being worked out that should encourage widespread cooperation of farmers in a permanent national soil maintenance program.

The simplified and more flexible adjustment program of the future can be made to serve the permanent advantage of producer and consumer. It can iron out the succession of extreme market gluts and extreme shortages which in the past have alternately wrecked farm income and penalized city people with too high prices. It can protect the nation's heritage of soil, help farmers to produce up to the full possibilities of profitable export, and give this country the safest possible assurance of abundant food in the years to come. I can think of nothing more important to the permanent welfare of the nation than long-time agricultural adjustment carried out along these lines.

[Notation: A] Re A. A. A. Oct. 25, 1935[1]

[SPEECH FILE:T]

[1]This was issued as a White House press release on this date.

432 ROOSEVELT TO SENATOR HIRAM W. JOHNSON OF CALIFORNIA, San Francisco

[WASHINGTON] *Nov. 4, 1935*

MY DEAR SENATOR JOHNSON: I have received your letter of October 9,[1] in which you discuss conditions affecting the development of the Central Valley project in your State and express the belief that a modification of the statement approving the allotment of $20,000,000 should be made.

The need for this modification arises in part out of the fact that the allocation was reduced from $20,000,000 to $15,000,000, which reduction prevents carrying out the original plan. As I understand it, the modification is needed for the important reason stated in your letter—that it is a more logical arrangement for beginning the development of this important and complex project and will better satisfy the experts and the people of the State vitally concerned in this conservation program.

After careful consideration of the statement in your letter, I have decided to concur in your recommendations and have modified the language of the allotment of $15,000,000 to conform to your recommendation. A copy of the modified allotment is enclosed.

I realize that the basis of this development is the conservation of the waters of the Sacramento and San Joaquin Rivers, and that through such conservation there will be a great increase in the volume of water available for irrigation, domestic uses, and the generation of hydroelectric power. I am satisfied that the demand both for water and cheap power in California is so great that no difficulty need be anticipated in finding a market for both as soon as development has reached a stage where their delivery is assured and contracts with definite terms are possible. Hence, there is no need for the immediate making of contracts entailing great delay in beginning construction and employment of labor.

I therefore approve the beginning of construction before these contracts are executed. Knowing the value of this project to California and the anxiety with which you await the initiation of this work, it is a great satisfaction to be able to comply with your request.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 402:CT]

[1]OF 402.

[2]Drafted by the Interior Department.

433 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR, HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *November 8, 1935*

MEMORANDUM . . . This problem of building roads into the National Forests and the public domain is, I think, one of major policy.

I wish you would have a conference on this subject.

My offhand opinion is that the Federal Government on Federal lands should build, out of Federal funds, access roads to or through wide areas which now have no such roads and where general communications will be served thereby.

On the other hand, I do not believe the Federal Government should build roads for individual mining activities or feeder roads, corresponding to farm to market roads, until and unless the population to be supplied justifies the expenditure.

In regard to the Idaho situation, if the trails are directly justified for fire prevention purposes, and, at the same time, will serve mining operations, this can properly be taken into consideration. From the point of view of the Government, fire prevention on Government property must be the first consideration and if, at the same time, private mining interests are thereby served, there can be no objection.

This is merely for your consideration when you talk it over.

F.D.R.

[13:OF 289:CT]

434 ROOSEVELT TO JAY N. DARLING, CHIEF, BUREAU OF BIOLOGICAL SURVEY

WASHINGTON, *November 15, 1935*

MEMORANDUM FOR HON. J. N. DARLING: If the three Bureaus concerned are in agreement, I think this should be submitted to the National Resources Committee to be given an appropriate place on their general schedule for future projects or acquisition of lands.

F.D.R.

[Notation: T] Let. signed by J. N. Darling, John Collier & Arno B. Cammerer, 11/14/35[1]—they have conferred with Barron Collier: proposal is that govt. buy about 140,000 acres of Everglades, to be assigned for Indian use and occupancy and for wildlife conservation. Administration to be carried out by Indian Affairs, with technical advice and co-operation of Biol. Survey & Natl. Park Service.

[13:OF I—F:CT]

[1]This letter is not present and presumably was returned to Darling.

435 ROOSEVELT TO REPRESENTATIVE JOHN W. MCCORMACK OF MASSACHUSETTS

[WASHINGTON] *November 16, 1935*

MY DEAR MR. MCCORMACK: I have carefully read your letter of November eleventh, in reference to the work of the Emergency Conservation Work organization.[1] It has been very gratifying to know that the Civilian Conservation Corps camps have met with such general approval and that they have accomplished so much good work both in the direction of rehabilitating needy men as well as in conserving and restoring our natural resources.

I wish there were funds enough available to offer enrollment to everyone who wanted to go to a Civilian Conservation Corps camp and to permit him to remain as long as he desired, but unfortunately that is not possible. Authorization was given the Director to build the organization up to a maximum of 600,000 enrollees but I felt that enrollments should be restricted to individuals who themselves, or whose families, had been receiving public welfare aid. I felt that it was the desire and intention of Congress to have the relief funds used for this purpose.

I have publicly announced my purpose of recommending the enactment of legislation to place this work on a permanent basis and I felt that we should prepare now for that time. Statistical information available appears to indicate that an annual enrollment of 300,000 would be ample to take care of all necessary relief cases and I have asked the Director to gradually reduce the organization from its peak of last Summer so that by July first, 1936, we will have what might be termed a stabilized organization of approximately 300,000 enrollees. That is the reason a number of camps were closed last month. A further gradual reduction will be made until the organization is on a basis of 300,000 enrollees.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT][3]

[13:OF 268:CT]

[1]McCormack protested the closing of 489 camps and urged that they be reopened or new ones established, with the requirement removed that boys come from families on the relief rolls (OF 268).

[2]This letter was drafted by Fechner.

[3]On Sept. 23, 1935, Roosevelt informed Fechner that he had decided to hold the CCC at an enrolled strength of 500,000, and that no more than $600,000,000 could be allotted for the rest of the fiscal year. This meant a curtailment, in the original program, of 100,000 men and 489 camps (McKinney to Early, Sept. 24, 1935, OF 268). Wallace saw in the reduced program "a situation of grave consequence to the Administration," because commitments made to state and local governmental units and to associations of farmers and timberland owners could not now be honored (Wallace to Roosevelt, Dec. 6, 1935, OF 268). Protests from members of Congress and state political leaders led to a reconsideration of the program and to somewhat less severe reductions (Fechner to Frank Walker, Dec. 14 and 19, 1935; Walker to the National Emergency Council, Dec. 17, 1935; Fechner to Roosevelt, Jan. 3, 1936, OF 268).

436 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

[WASHINGTON] *November 23, 1935*

MY DEAR MR. PRESIDENT: Almost exactly a year ago the National Resources Board presented its report concerning various conservation and development problems of the Nation. In order that you might have the situation concerning these matters before you in connection with the budget and legislative proposals for the next Congress, our Advisory Committee, with the assistance of the coordinating agencies in the organization, has prepared

the attached statement of recommendations and progress. A more complete report on these same subjects is being prepared for submission to you at a later date.

These comments and recommendations represent the views of the Advisory Committee only and have not yet been reviewed by the full membership of the Board. Since in some instances they have an immediate bearing upon current proposals now before you, they are submitted in this preliminary form subject to such changes as may later be determined by the full membership of the National Resources Committee.

Sincerely yours,

HAROLD L. ICKES

[13:OF 1092:TS]

437 *[Enclosure]* FREDERIC A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE, TO HAROLD L. ICKES

[WASHINGTON] *November 23, 1935*

MEMORANDUM FOR THE CHAIRMAN: I beg to submit herewith a Report of Progress and Work Under Way for the period ending December 1, 1935.

I. Progress and Work Done

Encouraging progress has been made in many fields in which the Board has made recommendations. As an example in one field, we might cite the following on the land program:

1. Over 10,000,000 acres of submarginal farm land are under option for use as wild life refuges, parks and Indian reservations. The Forest acquisition program has been approved, involving about 3,000,000 acres in addition. The Record Service of this Committee is aiding in coordination of these purchase programs.

2. Permanent establishment of the Soil Conservation Service by action of the last Congress provides assurance of a now unified attack on one of the greatest scourges of the Nation.

3. Through the President's order closing the public domain to new homesteading, the Federal Government has prevented the pitiful additional settlement of submarginal areas on which it is impossible to maintain the American standard of living.

4. Legislation has been introduced into Congress to curb the growth of tenancy and to take positive steps in helping tenants to become owners.

5. Cooperative arrangements between Federal agencies and State governments for continued land research by State Planning Boards, land use committees, and assistance from Land Grant Colleges have provided local support for these efforts of the Federal Government.

The reorganized Water Resources Committee of the Board has secured:

1. The agreement of Federal agencies on procedures and division of labor for the gathering of data necessary for water planning.

2. A special investigation of pollution problems undertaken by that committee has suggested a new method of attack on that thorny problem.

3. Separate preliminary studies made at the request of local or Federal organizations have been undertaken in the drainage basins of the Central Valley in California, Red River of the North, Upper Rio Grande, Columbia, Colorado, and Grand-Neosho, and progress reports on a number of other basins have been prepared by the staff of the Board.

4. A priority rating of the principal projects on all of the larger drainages of the country has been compiled for use by the Public Works and Works Progress Administrations.

In the mineral field, some of the principal recommendations in the report submitted last year on mineral resources are embodied in the Guffey Coal Act, although many of the problems facing the oil industry and the so-called submarginal minerals, such as copper, zinc, etc., are still open.

State Planning: Since the establishment of the National Planning Board, forty-six State Planning Boards have been established, thirty-two by act of the State Legislatures. These boards are actually engaged in the process of planning from the ground up and strongly reinforce the whole project of national planning.

A full report of the activities of the Board and the details of the work of the several subcommittees are contained in a separate report.

II. Work Under Way

Two major investigations undertaken at the request of the President have now reached the point where reports will be in his hands within a few weeks.

1. A report on Regional Factors of Planning and Development, prepared by a special research committee, deals with interstate compacts, Federal corporate authorities such as the Tennessee Valley Authority, regional planning organization, and a variety of related agencies.[1] This report, for the first time in our history, lays the basis for practical consideration of the relation of various areas in the United States to the national government and to each other under modern conditions.

2. A report on the Allocation of Responsibilities and Costs of Different Kinds of Public Works is also nearing completion, dealing with both the growth of practices of grants-in-aid in general and different types of public works.[2] The findings of this report should establish a firmer basis for Federal public works and relief policies through an impartial determination of the relative burden to be borne by the United States and the several States, localities and private beneficiaries in the construction of the $3,000,000,000 of public work enterprises normally developed annually.

Through the Land Committee a supplementary report on land use has been prepared and is now in the hands of the printer.[3] Special reports by the Water Resources Committee on hydrologic standards, pollution and special drainage basins are being followed up, and the Mineral Policy Committee is completing studies on British experience in coal production control and on mineral reserves and smelter capacity in the United States.

A new Science Committee, composed of some of the most distinguished scientists of the Nation, has been organized in accordance with the President's letter of February 12, 1935,[4] providing for the first time joint discussion of national planning problems by representatives of the National Academy of Sciences, the Social Science Research Council, and the American Council on Education. This committee is undertaking two major research projects in the general field of human resources, namely (1) as to the quantity, distribution, quality

and "opportunity of life" of our American population, and (2) on the social implications of inventions.

The Industrial Committee is making a basic study of (1) production capacity; (2) America's capacity to consume, and (3) of the relation of these two factors to the American standard of living. This is a basic study of far-reaching importance for the future planning of our national resources. The full implication of such a study will be developed as the data are collected and analyzed. This fundamental inquiry will provide invaluable material for elevating the standard of American living within the limits of our resources.

A large part of the funds of the Committee is devoted to the encouragement of State and regional planning, through the assignment of expert consultants and some staff to the various State and regional planning commissions. Two of these planning agencies are of special importance, namely, the Pacific Northwest Regional Planning Commission and the New England Regional Planning Commission. It may be added that these State and regional planning enterprises have in nearly all instances been locally supported without regard to class or party; for example, a part of the expenses of the Montana State Planning Board has been defrayed by the Montana State Chamber of Commerce.

The State Planning Board Staff Project sponsored jointly by the Works Progress Administration and by our Committee has increased the responsibility of our Consultants in the field. The allocation of funds for the support of State Planning Boards by the Works Progress Administration has been extremely helpful, and these Boards will be useful in the analysis of the situations creating such conditions as made necessary the Works Progress Administration and in preventing their recurrence.

The Committee also has a committee of experts, headed by Clarence A. Dykstra, City Manager of Cincinnati, studying the role of the urban community in the national economy. The future of our great cities and the relation of urban and rural problems has never been seriously explored, and the pending investigation will give for the first time an expert and, we hope, authentic interpretation of the underlying factors in this problem. It will also present specific and practical recommendations, helpful to the American people in determining and adjusting the position of the city in the American economy.

III. Needed Legislation and Funds

For the immediate future we respectfully urge consideration by the President in connection with legislative proposals and budgetary matters for submission to the next Congress of two major proposals treated in our report of a year ago, but still urgently requiring action, namely, (1) establishment of an advisory national planning board, and (2) establishment of a permanent national development administration.

1. National Planning: A bill to establish a permanent National Planning Board has been introduced in the Senate by Senator Copeland, has been reported favorably by the Commerce Committee, of which he is chairman, and is now on the Consent Calendar of the Senate. The sooner the National Planning Program can be placed upon a permanent basis, the more effective it can become in outlining basic policies for the better preservation of our national resources. For the work of this Committee or of the proposed Board, a continuation of our present annual appropriation of $1,000,000 will be required. Details of these expenditures have, of course, been filed with the budgetary estimates and are before the President.

2. National Development: In accordance with our recommendations of a year ago, reinforced by experience since then, we again urge the establishment of a permanent National Development Administration, based upon the powers, duties and functions of the Public Works Administration, the Works Progress Administration, the Allotment Committee, and

the Federal Employment Stabilization Office. The suggestions contained in last year's report concerning organization and duties of such an Administration, and its relations with the proposed National Planning Board, appear to be applicable and more than ever needed. Last year the President suggested a separation between emergency appropriations for public works and a continuing fund for permanent Federal developments. If it is to be the policy of the Government to continue expenditure of money on public works for relief of unemployment and industrial depression, the establishment of a National Development Administration should prove a useful means in the attainment of such a purpose; or, if work is to be put on a normal basis, it would be desirable to make a beginning of long-time planning development through such an agency of the Government.

The programs suggested in our report last year for collection of basic data have made little or no progress during the last twelve months. All of our coordinating committees—and particularly the Science Committee, urge increased efforts to secure necessary information on which sound plans can be based. Efforts to adapt mapping and other programs to requirements of work relief have been unavailing and the only apparent method of making progress is through increased regular appropriations to the scientific agencies of the Government.

Our Committee has been from the beginning a purely advisory, part time body, endeavoring to act as a "general staff" to the President in certain lines of national planning. We appreciate the relief the President and you have given us from political or administrative responsibilities, and trust that our inquiries and other efforts may be of continuing value to the United States in shaping long-time programs for the better utilization of our national resources, and that as time goes on, it will prove possible to bring together more effectively the planning policies of the Nation.

Respectfully submitted,

FREDERIC A. DELANO

[13:OF 1092:TS]

[1]*Regional Factors in Planning and Development* (Washington, 1935).

[2]*Public Works Planning* (Washington, 1936).

[3]*Report on Land Planning* (Washington, 1935-38).

[4]To Ickes (OF 1092), approving Federal aid for scientific research.

438 SURGEON GENERAL HUGH S. CUMMING, PUBLIC HEALTH SERVICE, TO ROOSEVELT

[WASHINGTON] *November 25, 1935*

Through The Secretary of the Treasury

MEMORANDUM FOR THE PRESIDENT relative to "Memorial by Board of Health of the State of Maryland to the President of the United States" submitted through Abel Wolman, Chief Engineer, Maryland State Department of Health, November 12, 1935.[1]

The Memorial deals with the subject of stream and coastal waters pollution in Maryland. This

is a problem common to all of the States; in some of the States it is even more acute than in Maryland. Any reply to this Memorial other than a bare acknowledgment may be interpreted as the policy of the Administration in respect to the whole problem of water pollution. It is respectfully suggested, therefore, that the receipt of the Memorial be acknowledged with the statement that it has been referred to the National Resources Committee.

The Memorial specifically requests cooperation and financial assistance from the federal government to the end that certain Maryland towns and cities desiring to construct sewage disposal plants may be enabled to do so, thus removing present insanitary and dangerous pollution of the Maryland streams and waters of the Chesapeake Bay and its tributaries under federal jurisdiction.

The Memorial also refers to the general subject of pollution of surface waters in the United States and particularly to the interstate streams.

The statement is made that some of the cities and towns in Maryland would be unable to contribute toward the building of sewage disposal plants, while others might be expected to contribute at least one-half the cost.

References are made to the report of a Conference of the Chesapeake Bay Authority held in Baltimore in October, 1933, and also to that part of the Report on Water Pollution made by the Special Advisory Committee on Water Pollution to the National Resources Committee under date of July 1935, relative to the proposed establishment of a demonstration stream pollution control unit in the Potomac River Drainage Basin.

The pollution in many of the streams in the United States, both intrastate and interstate, as well as in some of the coastal water areas, has reached such a state that remedial measures must be taken within the near future. Because of the interests involved it would appear that the problem is one requiring cooperative endeavors of both the federal government and the States. Just how such joint action could best be taken is entirely problematical at present as there is no precedent to follow. The Special Advisory Committee on Water Pollution, after careful study of the subject, was unable to recommend any definite procedure for the correction of existing conditions or for prevention of future conditions. The Committee did recommend that a relatively small drainage area upon which there now exist the various problems that would be encountered in any drainage area be selected as a demonstration area. In this connection the Committee stated:

Such a demonstration unit on an interstate river system of some magnitude, involving several States and the Federal government would be best suited for a demonstration of the possibilities of (a) better coordinated water-pollution control legislation in the several states, and between the States and the Federal government, (b) more adequate administration procedure by State agencies, (c) the development of the legal and administrative procedures for regional or metropolitan pollution-abatement authorities, (d) the coordination of municipal sewage disposal projects with statewide or interstate projects, (e) clearing up unsolved problems of treating industrial waste, (f) extension of cooperation with industry, and (g) the stimulation of public demand for adequate control of water pollution. Such a unit would not only aid in the solution of many perplexing problems of water-pollution control, but also would serve as a training field for the development of personnel, scientific and administrative, that would be competently trained for duty with other States or for absorption into an organization for a national program.

The Committee suggested that the Potomac River Basin be selected for such a demonstration since it meets more nearly than any other area the requirements considered necessary for a demonstration project.

The question of control over stream pollution is at present a live one, not only with official governmental agencies but with many local and national organizations. Some definite national policy relative to this subject is desirable and I respectfully suggest that the National Resources Committee be requested to consider this whole subject.

Respectfully,

HUGH S. CUMMING

[13:OF 114—A:CT]

[1]The memorial was sent to the National Resources Committee for consideration and report, according to an attached memorandum by Roosevelt, Dec. 2, 1935. Wolman's covering letter was referred to the Public Health Service for preparation of reply.

439 REXFORD G. TUGWELL, UNDER SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *12/4/35*

MY DEAR MR PRESIDENT: There is a good chance that the dust storms of last year will be repeated this winter. In anticipation of a great deal of pressure for Federal funds I have appointed a committee consisting of State and Federal officials with the duty of making a report on fundamental causes and remedies. They will, of course, report that arable farming ought not to be carried on over a large part of the area. My thought is that such a report will provide the basis for withdrawing assistance some time in the future to those who persist in plowing in that area. We will work through the A. A. A. which will restrict its contracts, through the states if they can be got to zone, and through Soil Conservation Service for constructive treatment. The part of Resettlement will be to acquire and retire the worst lands and to assist those who desire it to move.

A large percentage of the population is now on our rolls and for all we can see will remain there. Our efforts of last year have improved the blowing situation but not in proportion to the outlay. It costs enough to protect uncovered land for two years to buy it. I think you may hear a good deal about this area during the winter. We know what to do; and I think now we have a conciliatory approach to it.[1]

Respectfully yours,

REX TUGWELL

[13:OF 987:AS]

[1]Answered *post,* 441.

440 SENATOR DUNCAN U. FLETCHER OF FLORIDA TO ROOSEVELT

[WASHINGTON] *December 5, 1935*

MY DEAR MR. PRESIDENT: It seems no progress has been made under the Fulmer Act, approved August 29th last, providing for Federally-acquired, State-administered public forests.

Mr. Harry Lee Baker, of the Florida Forest Service and a member of the Fulmer Bill Committee, Association of State Foresters, is very anxious to have some steps taken and he has written me quite a statement of the situation, in which he says:

My ardent hope is that a way will be found for the President to hear what the State Foresters have to say about the importance of taking steps to render the Fulmer Act effective. Will you endeavor to arrange for such an interview? If you are able to do so, I could arrange for a small group to present the matter to the President either in Washington or at Warm Springs, etc.

I enclose the letter of December 3rd herewith and submit the matter to you.[1]

Very respectfully and sincerely,

DUNCAN U. FLETCHER

[Notation: A: LEHAND] Mac Prep. reply P

[13:OF 149:TS]

[1](Baker's letter is present.) McIntyre replied Dec. 26, 1935 (OF 149), that so far as the President was concerned, "arguments by a group of State Foresters in support of maximum progress in the execution of the Fulmer Bill would be unnecessary," but that the request for a conference would be considered. This reply was drafted by Wallace whose covering letter to McIntyre of Dec. 21, 1935 (OF 149), suggested that if the state foresters were permitted a brief conference they would "be much better satisfied than they otherwise would be and could perhaps accomplish more in the development within their States of proper cooperation by the various agencies concerned."

441 ROOSEVELT TO REXFORD G. TUGWELL, UNDER SECRETARY OF AGRICULTURE

WASHINGTON, *December 11, 1935*

MEMORANDUM FOR THE UNDER SECRETARY OF AGRICULTURE: That dust storm problem is interesting.[1] Will you and Harry get together and let me have some kind of recommendation in regard to the program from July 1, 1936 on?

F.D.R.

[13:OF 987:CT]

[1]See *ante,* 439.

442 WILLIAM L. FINLEY, FIELD NATURALIST, AMERICAN NATURE ASSOCIATION, TO ROOSEVELT

PORTLAND, OREGON, *December 14, 1935*

DEAR PRESIDENT ROOSEVELT: The conservation of our wildlife resources has made some big jumps in the past year. We appreciate your interest, but need some more help. Restoration has not caught up with destruction.

The conference in Washington last July with Mr. Ickes, Mr. Darling, Mr. Mead, and others seemed encouraging, but I think no settlement has been reached. A plan was proposed

whereby Reclamation officials would give some consideration to waterfowl protection on federal refuges. I thought all of us had reached an understanding that Tule Lake Refuge would be enlarged.[1] Mr. Mead said he would turn the entire sump over to the Biological Survey, but this seems to be blocked. I am sure a word from you would straighten things out.

May I call your attention to another matter of great importance in the West relating to the Public Domain. In one respect, the Taylor Grazing Act was a marked advance. Regulated grazing was a necessity. But if the Public Domain is to be turned over and governed by regional stockmen, under the present set-up the rights on these vast areas will fall into the hands of private interests. The livestock owners of the country do not deserve this donation from the public. The men who have ruined the Public Domain are not likely to bring it back. We may as well say good-bye to the wildlife on these hereditary game ranges.

The proposed policy on the Public Domain is in striking contrast to the control of grazing on our federal forests. The federal foresters have ironed out conflicts between game and domestic animals and adjusted matters on the basis of the highest social and economic value. Some 60,000,000 acres of suitable game range in national forests are not grazed by domestic stock, and yet the livestock industry has not been injured. The reason behind this is a far-sighted government service handling these areas for the people of the United States, and yet surrendering no public rights to any private individuals.

You can compare the federal forest areas with the 80,000,000 acres of Public Domain turned over to the Department of the Interior. You have withdrawn the balance of more than 80,000,000 acres from settlement, which is an important step. Out of this 173,000,000 acres belonging to the public, and upon which depends the continued existence or extermination of certain wildlife species, not one foot is under the Biological Survey, the one federal agency in this country established to maintain our wildlife resources.

In my presence Mr. Ickes told Mr. Daring to go ahead with the Hart Mountain Antelope Refuge. It was our understanding that this would be controlled by the Biological Survey.

In 1924, we tried to get a bill through Congress covering this area, but failed. Enclosed is copy of the bill.[2] Through state laws and with the help of the Biological Survey we have built up the largest herds of antelope in the United States. There are perhaps 8,000 antelope on this range which will easily support 10,000 or 12,000. Even though the water holes are limited, and all the land around these has been overgrazed by sheep, the antelope have survived even in mid-summer when they had to range from fifteen to twenty miles from the water holes to get food.

I think investigation will show that some one in the Interior Department has wrecked the Hart Mountain Antelope Refuge. I have read your Executive Order of September 6, 1935, establishing Hart Mountain Game Range. This provides that the maximum number of antelope is to be 4,000. If this is put into effect, it means that several thousand will have to be killed off. The State of Oregon will object to this. Our state law prohibits an open season. These animals range on a State Game Refuge and are protected by special statute. Instead of establishing an antelope refuge administered by the Biological Survey, a sheep and cattle range has been created for the private benefit of stockmen.

I know you do not have time to go into the details of a matter of this kind, but I hope you will call in some federal experts who have a heart for wildlife interests.[3]

Sincerely yours,

WILLIAM L. FINLEY

[Notation: A] Send to Interior & Agriculture for preparation of reply—

[13:OF 378:TS]

[1]Tule Lake Wildlife Refuge was enlarged by Executive Order 7341, signed April 10, 1936.

[2]"A Bill to establish Warner National Game Refuge in the State of Oregon." This is not an official print but a privately printed copy in the form of a four-page folder, including letters supporting the proposed legislation.

[3]Answered *post,* 450.

443 IRVING BRANT, EDITOR OF EDITORIAL PAGE, ST. LOUIS *Star-Times,* TO ROOSEVELT

[ST. LOUIS] *December 14, 1935*

DEAR MR. PRESIDENT: I have just read the annual report of the Director of Grazing, and am concerned to notice that he says not one word about the establishment of wild-life sanctuaries on the public domain affected by the Taylor Grazing Act. A few weeks ago I asked Jay Darling about the status of these sanctuaries, and he said the agreement reached between him and the Interior Department had never been signed by the Secretary of the Interior.

I cannot help feeling that unnecessary obstacles are being placed in the way of final action by Mr. Ickes, whose friendliness to the sanctuaries cannot be doubted. The retirement of Darling from the Biological Survey has removed a positive influence looking toward their establishment.[1] I can understand that it might take a considerable time to carry out the instructions you gave last winter in this matter, but the prolonged delay in ratifying a completed agreement and the failure to devote even one sentence to the subject in the director's annual report look somewhat sinister to me. I hope that you may feel like giving the slight push that seems necessary to get these sanctuaries established.[2]

Yours sincerely,

IRVING BRANT

[13:OF 378:TS]

[1]Darling resigned Nov. 15, 1935. He was succeeded as head of the Bureau of Biological Survey by Ira N. Gabrielson, assistant chief of the Division of Wild Life Research of the Bureau.

[2]Answered *post,* 448.

444 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *December 19, 1935*

MY DEAR MR. PRESIDENT: I have the honor to transmit herewith a report entitled *Little Waters: a Study of Headwater Streams and Other Little Waters: Their Use and Relations to the Land.*[1]

This report is noteworthy in that it deals comprehensively with a subject of high importance which has heretofore been neglected. Governments, private enterprises and engineers have been concerned primarily with great waters and with the resulting problems of controlling major floods, developing hydro-electric power, providing for navigation and irrigating arid lands. Yet it is the little waters which form the great waters. We must utilize and control small streams if we are fully to utilize and control great ones.

For the first time this problem is here inclusively treated. Scientific data made available by various Federal, State and private agencies has been integrated from the point of view of the long-term public welfare, and the findings and recommendations are here formulated in a simple, clear and convincing statement.

A reading of the text suggests the desirability of a comprehensive program of conservation which will enable us to make beneficial use of waters now permitted to go to waste, to save our lands from the disastrous effects of improperly controlled run-off, and to remedy conditions that have proven socially and economically disastrous in numerous rural communities.

It is hoped that such a program may be undertaken without undue delay, and that further studies may be made in the same field. The effective control of little waters would, it is believed, be a lasting contribution to the Nation's prosperity.

Very sincerely,

HAROLD L. ICKES

[Notation: A: LEHAND] S. T. E. Will you cut down and see if you can improve it? FDR.[2]

[13:OF 2450:TS]

[1]By H. S. Person, with E. Johnston Coil and Robert T. Beall (Washington, 1935). This was prepared for the joint use of the Soil Conservation Service, Resettlement Administration and Rural Electrification Administration because of their joint interest in erosion control, rural rehabilitation and rural electrification. Projected originally for administrative purposes, the completed report was recognized by the heads of the sponsoring agencies (Bennett, Tugwell and Cooke) as having a much wider range of usefulness. In their letter to Ickes of Dec. 10, 1935, sending the report (printed, *op. cit.,* p. iii), they said that it should have a place in the series of reports on natural resources being prepared by the National Resources Committee: "It brings together in a unique manner and from a new point of view, data accumulated by various public and private agencies. Its findings and generalizations have a social significance."

[2]This notation refers to an attached draft of a message to Congress for the transmittal of the report.

445 PRESS CONFERENCE, Executive Offices of the White House, December 20, 1935, 10:37 A.M.

[Excerpt] The President: . . . We are calling a North American Wildlife Conference February 3 to 7, to be held in Washington, the purpose being to bring together all interested organizations, agencies, and individuals in behalf of restoration and conservation of land, water, forest, and wildlife resources. The conference will be under the direction of a Citizens' Committee which I will appoint under the chairmanship of Mr. Silcox, Chief Forester. The governors of the various states, or persons designated by them, will be invited, and in addition every state will be asked to send twice as many delegates as it has Senators and Representatives; so there will be a total of 530 times 2—about 1,060. The delegates from the states will be selected at meetings of the conservation organizations within each state, leaving

that up to each state to determine the details of the method. At the general meetings each day—separate meetings of scientists and technicians in each field involved—they will discuss restoration of the rapidly vanishing wildlife of the continent, which involves also soil erosion, restoration of impounded water, and pollution control; also a better utilization of the public domain, worthless lands, national parks, forests, et cetera. They will adopt a program and make definite recommendations as to methods of closer cooperation between interested groups, individuals, and Government agencies. The final objective is restoration and conservation of national land, forests, and wildlife resources.

Q: Is that the result of Ding's agitation?

The President: Partly the result of the tremendous impetus that he gave to the whole subject.[1]

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Darling's resignation as chief of the Bureau of Biological Survey on Nov. 15, 1935, followed a long period of mounting discontent with the difficulties encountered in instituting the wildlife conservation program he had planned. Earlier in the year (April 17, 1935), he had openly criticized the Administration's wildlife conservation program and had said that he was ready to quit unless matters improved. He ascribed his attitude to three things: the failure of Congress to include wildlife restoration activities in the work relief bill; the failure of other agencies to act on the recommendations of the Biological Survey; and inaction on what he regarded as required legislation for wildlife. After his resignation Darling made a number of speeches in which he attacked the Government's conservation policies. On Aug. 24, 1936, speaking on a Republican National Committee program on behalf of Landon, he accused the Administration of ignoring a carefully worked-out water conservation plan in North Dakota and of turning over to the politicians funds intended for conservation projects (New York *Times*, April 18, 1935, p. 4; Nov. 16, 1935, p. 13; Aug. 25, 1936, p. 9). Roosevelt's 1936 campaign speech at Elkins, West Virginia, of Oct. 1, 1936 (printed *post*, 561), was intended as a reply to Darling's charges.

446 ROOSEVELT TO FERDINAND A. SILCOX, CHIEF, FOREST SERVICE

[WASHINGTON] *December 20, 1935*

MY DEAR MR. SILCOX:[1] Conservation of our remaining natural resources through use is vital to the social and economic welfare of the nation. Despite real progress in conservation of such resources as minerals, forage, forests, and the soil itself, much remains to be accomplished. This is particularly true with respect to the restoration of wildlife.

I have, therefore, called a North American Wildlife Conference, to be held in Washington on February third to seventh, next, and have asked you to serve as its Chairman. You have accepted. This letter will confirm your appointment.

My purpose is to bring together individuals, organizations, and agencies interested in the restoration and conservation of wildlife resources. My hope is that through this conference new cooperation between public and private interests, and between Canada, Mexico, and this country, will be developed; that from it will come constructive proposals for concrete action; that through those proposals existing State and Federal governmental agencies and conservation groups can work cooperatively for the common good.

I am asking you to extend on my behalf an invitation to the various Governors, for it is my earnest hope that each of them or his personal representative may attend this conference. And I trust you will arrange through proper channels for the appointment in each State, by wildlife and allied organizations, of delegates not to exceed in number twice the number which each individual State has as members of the Congress.

It is also my thought that there should be a citizens' committee, composed of outstanding

leaders in the field of conservation, to assist you in planning an agenda which might perhaps include such matters as uses of forest, forage, soil and water in relation to conservation of wildlife.

A North American Wildlife Conference is, as you know, a logical outcome of the work of the National Resources Board within the wild life field.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1878:CT]

[1]Silcox's title was changed from "Forester" to "Chief of the Forest Service" on July 1, 1935.

[2]Drafted by the Forest Service.

447 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *January 3, 1936*

MY DEAR MR. SECRETARY: On the occasion of the forthcoming Salt Lake City grazing conference, I desire to offer my congratulations.

The grazing program on the public domain under the Taylor Grazing Act is a new conservation movement that promises to have historic significance. It is the first time since the settlement of the West that there is an opportunity to regulate over-grazing on the public domain. In less than fifteen months after the law was enacted the cattle and sheep men have buried their differences and combined in a joint effort to abolish unfair range practices and to conserve natural resources. The most noteworthy feature of the program, however, is the unique coordination of local and Federal effort whereby fifteen thousand stock men have participated successfully in the policy of the Department of the Interior to give local autonomy in the administration of the new law.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 633:CT]

[1]Drafted by the Interior Department. Ickes, in his letter to Roosevelt covering the draft, Jan. 2, 1936 (OF 633), said that the Interior Department had been depending upon cooperative effort in the administration of the 80,000,000 acres in the grazing districts, and that this had secured the good will of the 15,000 users of the range and had "immeasurably decreased the expense of operation." The conference, an official meeting of the District Advisory Boards, was held Jan. 13-14, 1936.

448 ROOSEVELT TO IRVING BRANT, EDITOR OF EDITORIAL PAGE, ST. LOUIS *Star-Times*

WASHINGTON, *January 7, 1936*

MY DEAR MR. BRANT: I have discussed with Secretary Ickes of the Department of the Interior your letter of December 14 concerning co-operation between the Division of Grazing

in that Department and the Bureau of Biological Survey in the Department of Agriculture.

Secretary Ickes advises me that the plan of procedure for the administration of public domain areas jointly useful for game animals and domestic livestock, approved by the Departments of Agriculture and Interior, is incorporated in Executive order No. 7178, establishing the Hart Mountain game range, which I signed September 6, 1935.

Subsequent to the signing of that order, the Bureau of Biological survey advised the Interior Department that the language of the order was unsatisfactory in certain respects. Appropriate changes are now under consideration. The purpose of the changes requested by the Bureau of Biological Survey is fully endorsed by the Department of the Interior and the matter should be adjusted within a short time.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 378:CT]

[1]Drafted by the Interior Department.

449 ROOSEVELT TO SENATOR EDWARD P. COSTIGAN OF COLORADO

WASHINGTON, *January 7, 1936*

MY DEAR SENATOR COSTIGAN: I have read the letter of December 20, 1935, signed by yourself, Governor Johnson and other Colorado representatives, in which is stated the need for water conservation in Colorado.[1] You also stress the small provision so far made for this conservation in Colorado as compared with other states.

Projects of the type suggested are usually handled by the Bureau of Reclamation under the Reclamation Law. This requires repayment of the cost in 40 years without interest. Funds have been allocated for all projects presented from Colorado on this basis and it is not clear from your letter that the present request contemplates compliance with this provision. Perhaps this is responsible for the lack of approval of Colorado projects rather than any lack of interest or sympathy on the part of the Government.

It is not my understanding that allotments of money for irrigation developments have been made as grants with no showing of willingness and ability to repay the cost. Such a showing is required under the Reclamation Act. In all developments in Wyoming and Utah the allotments were preceded by a complete showing of willingness and adequate earning power to comply with the statutory requirement. If your statement could be supplemented to indicate the views of Colorado in regard to repayment conditions and the contribution to be expected from the beneficiaries of conservation, I could more intelligently cooperate with you.

I realize the unique position of Colorado as the source of western rivers and desire to cooperate in their conservation as fully as may properly be done under the statutory provisions. Will you convey these ideas to the others who signed the statement with you.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 402:CT]

[1]OF 402.

[2]Drafted by the Reclamation Bureau.

450 ROOSEVELT TO WILLIAM L. FINLEY, FIELD NATURALIST, AMERICAN NATURE ASSOCIATION, Portland, Oregon

WASHINGTON, *January 7, 1936*

MY DEAR MR. FINLEY: I have received your letter of December 14 and appreciate your comments relative to conservation of wildlife resources in the State of Oregon.

In the administration of the Taylor grazing act the Department of the Interior has adopted a policy of cooperating with the Department of Agriculture, where such action is necessary or desirable, for conservation of game resources. Executive Order No. 7178, of September 6, 1935, establishing the Hart Mountain game refuge, contains the plan of procedure approved by both Departments. It provides that forage resources on the public domain within the Hart Mountain region shall be under joint jurisdiction of the two Departments and shall be utilized for the primary purpose of satisfying the range needs of 4,000 antelope. Any surplus shall be available for domestic livestock, subject to the limitation that the number of domestic livestock shall be at no time in excess of the carrying capacity of the surplus forage resources. The amount of feed reserved for the antelope is being supplemented by land acquisitions of the Biological Survey and upon a proper showing of a need therefor, the amount of public range feed reserved for game animals can be increased. Your estimate that there are nearly 8,000 antelope within the Hart Mountain region is considerably higher than the 4,000 estimate of the Biological Survey for which public range forage resources should be reserved. The propriety of increasing this number is now under consideration.

The Bureau of Biological Survey and the Bureau of Reclamation have been cooperating in working out a satisfactory program for the enlargement of the Tule Lake Bird Refuge and the administration of this area by the Biological Survey so as to give the greatest possible protection to the migratory birds and provide an adequate supply of feed. It is expected that the details of this agreement will be concluded within the next few weeks and I feel that it will be quite satisfactory to all parties concerned.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 378:CT]

[1]Drafted by the Agriculture and Interior Departments.

451 ROOSEVELT TO REX BEACH, New York City

WASHINGTON, *January 9, 1936*

DEAR MR. BEACH: Your article, "The Place is Alaska," enclosed with your letter of December 23, contains suggestions that deserve serious consideration.[1] The Government bureaus concerned with mining agree that Alaska is our principal remaining frontier for mineral exploration and discovery, and worthy of intensive study.

The Bureau of Mines informs me that your suggestion of aerial mapping is eminently sound and desirable, but that it is only a first step in the preparation of maps for the guidance of the prospector. The procedure successfully followed in Canada and in this country is to make from aerial photographs a base map, which is used by geologists in preparing a geologic map showing rock formations and outcrops of mineral deposits, if they appear. Armed with such a map, the intelligent prospector can guide himself to favorable localities. This method has resulted in important discoveries, particularly in Canada, where it has been widely applied.

However, in predicating a program for Alaska on what has been accomplished in Canada, it should be remembered that Canada, east of the Rockies, is a vast peneplain—a country of low relief studded with lakes that furnish ideal landing fields for airplanes equipped with pontoons in summer and skis in winter. No part of the great Pre-Cambrian shield that covers much of Canada and has been so successfully explored and developed with the aid of airplane mapping and transportation is more than a few miles from one of these ready-made landing fields. The rugged topography of Alaska introduces quite different problems, both with respect to aerial mapping and to transportation of men and materials. The Canadian program of aerial mapping and transportation has already run over a period of ten years or more. Results come slowly and cannot be successfully accelerated to a degree that would offer quick employment to any considerable number of men.

Aerial mapping on the whole can[2] be regarded as taking the place of the topographic base map generally used for geologic mapping, though it brings out more sharply in some cases topographic and structural details that make geologic mapping more rapid and exact. But aerial maps would not be in themselves of great use to the prospector. The preparation of geologic maps, if they are to be reliable, takes time and the subsequent use of them by prospectors takes still more time before mineral discoveries are made. It does not appear, therefore, to be an emergency project opening the way for immediate extensive employment or a scheme into which the uninitiated should be unreservedly invited.

You suggest that experienced prospectors should accompany the inexperienced. I am informed that prospectors who searched our western frontier and joined the great rush to Alaska, in which you had a part, at the end of the past century, are gone and no new generation of prospectors of the old-fashioned kind, skilled in the craft, has been trained in this country to take their place.

An Army aviation station has been authorized for Alaska but not yet established. When its location has been decided and it begins to function, it may be possible for Army flyers to occupy themselves with aerial mapping and the Geological Survey to follow up and complete geologic maps in the areas favorable for mineral deposits.

The Bureau of Mines in 1932 and 1933 investigated the use of airplanes in Alaska in mining and as an aid to prospecting and arrived at conclusions favoring their use in mapping and for transportation to regions inaccessible by other means.

Regarding your suggestion that Glacier Bay National Monument be immediately opened to prospecting, this question is already under consideration, and I am informed that Mr. Dimond, Delegate from Alaska, has introduced a bill to permit mining within this reserve.

Your article is timely and constructive and I appreciate your spirit of championship of our great frontier territory.[3]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: STAMPED] (Sgd) Ickes

[13:OF 928:CT]

[1]Beach (1877-1949) was a prolific author of novels and plays of adventure. In his letter (OF 928) and in the article (published in *Hearst's International-Cosmopolitan*, January, 1936), Beach urged aerial mapping of Alaska to encourage prospecting there, and the opening of Glacier Bay National Monument to mining. He said that it was unsound conservation policy to protect forests that did not yet exist and scenic splendors that could not be marred at the cost of strangling mineral production.

[2]From the sense of the sentence it would appear that "cannot" was meant.

[3](Drafted by the Interior Department.) Following a meeting with Roosevelt at the White House on Jan. 10, 1936, Beach wrote again on January 14 (OF 928). He again urged that Glacier Bay Monument be opened to mining either by proclamation or through passage of the bill introduced by Alaskan delegate Dimond (H. R. 9274), and suggested that the National Park Service prohibit the carrying of firearms in the monument to prevent illegal hunting by miners.

452 PRESS CONFERENCE, Executive Offices of the White House, January 10, 1936, 10:55 A. M.

[Excerpt] Q: Mr. President, do you still stand on your statement of last October 25th, relative to agriculture?[1]

The President: What was that?

Q: A permanent program.

The President: Yes. If you want a lead about agriculture, I think probably it would be worth while to bring out certain responsibilities that necessarily devolve on me.

I have to think of agriculture from the point of view of forty-eight states, not separately but as a part of the Nation. In other words, there is no question as to what my duty as President is, and that is to view agriculture as a national problem.

The reason I am saying this is that, at the present time, as a result of the decision, a good many of the old suggestions that were made away back, going back as far as the earlier days of President Coolidge's administration, are being revived. There is, for instance, a good deal of discussion, to bring it down to a practical problem, a good deal of suggestion that we should subsidize the export of certain crops. Of course, if you once begin to subsidize the export of certain crops, you subsidize the export of a great many crops and eventually of all crops. And because I have to think of it nationally, rather than think of agriculture as a local problem, I have to think of the implications of what would happen if, by an export subsidy of some kind, we encouraged the growing of a very vastly increased total of agricultural production.

You can take any number of examples. For instance, wheat: We never had very much of a problem on wheat until, well, the past generation when dry farming came in, and with the advent of dry farming, the old buffalo grass was plowed up. It was not plowed up in one county or township, it was plowed up in a great many states and we all know the result of that.

With the advent of modern machinery and a certain amount of capital, you could go in and drive a furrow in buffalo grass country ten miles long before you turned around. The result

was what we all know, that a very light soil was turned up, the grass was plowed under and disappeared, and they started in to raise wheat. Because of the great area that each farm could be cultivated in, the large size, the yield per acre, was not the main consideration. A man could make money on wheat at a reasonable price if he only got a yield of ten or twelve bushels to the acre. He could still make money. Of course ten or twelve bushels an acre is nothing, but nevertheless it paid to do it if wheat was paying a big price.

What was the result of this plowing up of land that had never been plowed up before in all history? Dust storms began and they have been getting steadily worse year by year. The result is that we have in this country an area which is subject to dust storms. This was caused solely by the fact that we were using land for the wrong purpose; instead of using it for pasture, we are using it for wheat.

Now, what is the area? It isn't just one state, it is the Panhandle of Texas, Western Oklahoma, Western Kansas, Western Nebraska, Western South Dakota—just speaking from memory—Western North Dakota, a large portion of Montana, Eastern Colorado and Northern New Mexico.

Now, the area in square miles I don't know, I never figured it out. But, thinking of it in terms of the map, that area is probably as large as all of New England and all of New York and all of New Jersey and all of Pennsylvania put together. That is a tremendous national area.

Now, if we go in for a national agricultural policy that encourages the plowing up of that land again—and we are trying to take it out from being plowed—it means that people will go in with modern machinery and, because of some kind of an export subsidy, it will pay them to plow it up again. And the dust storms will continue and we will have—we will approach much more quickly to what we have all been worrying about, making that area a desert on which nobody can live.

Now, the same thing is true of cotton. If we were to give an export subsidy, it would mean anywhere you would go that people would say, "Domestic prices are all right, the export prices are all right, too; the more I grow the more money I make," and the average cotton farmer in the Southeast, let us say, will increase his land and start going up on the hilltops and will begin planting again land that ought to be in pasture or land that ought to be in woods. The result will be that all through the cotton area you will have an increase in the amount of soil that runs off to the ocean.

In other words, to put it the most simple way, we must avoid any national agricultural policy which will result in shipping our soil fertility to foreign nations. I think probably that is the best way of putting it.

Q: Can we put that in quotes?

The President: Yes, you can put that in quotes. We must avoid any national agricultural policy that will result in shipping our soil fertility to foreign nations. We have had so many lessons in that in the past that it seems perfectly clear.

Now, of course it is very attractive to say, "We can go ahead and raise any quantity at all of any crop with a certain definite export market caused by a Congressional subsidy," and a lot of people will be for it, but not the thinking farmer, and more and more of them are thinking all the time.

The people who probably are most actively for it are, let us say, the transportation companies, the railroads, because, of course it means more business for them and it is very human that they should think about the railroads ahead of soil fertility or the future of the Nation. That is

perfectly human. To the steamship companies it means carrying more, and it is perfectly reasonable and natural that they should think in terms of more bulk agricultural freight than about the future of this country. And it is very reasonable that the warehouse people should seek greater crops.

It means that they will have more crops to put into their warehouses. It is very natural that commission merchants should think of greater crops because the bigger the crop the bigger the commission. And it is reasonable also that the commodity exchanges should be in favor of bigger crops.

In other words, the pocketbook, naturally, has a very definite influence on people who are engaged in some particular line of handling farm products, so that is one of the things we have to think of.

I think that covers the thing pretty well. I have tried to say it in as simple terms as possible.

My position is that I have to think of the future of the country and it seems pretty clear from the teachings of history that absolutely unlimited production—not merely in two or three crops because if you started with two or three you would eventually get a subsidy on all crops—will result in the loss of American soil fertility in a generation or two, and I believe that we have to think ahead.

Q: That seems to point to something in the nature of the allotment plan or—

The President: No, I was just thinking out loud. We haven't come to any plan yet. We are still talking it over, as you know, but undoubtedly we will try to get some legislation at this session which will carry out in some way the general thought of seeking to maintain or perhaps to retain and regain soil fertility because we have lost an awful lot of it and, at the same time, keep the price for American agricultural crops up to a high level.[2]

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]*Ante,* 431. On Jan. 6, 1936, in *U. S.* v. *Butler,* the Supreme Court had declared unconstitutional the production control and processing tax features of the Agricultural Adjustment Act.

[2]Referring to the 1934-35 drought in the Great Plains states, Wallace said: "It is improbable that there will be any general retreat of farming from even the worst affected areas" *(Report of the Secretary of Agriculture, 1935,* p. 44). See below.

453 SENATOR MORRIS SHEPPARD OF TEXAS TO ROOSEVELT

[WASHINGTON] *January 11, 1936*

DEAR MR. PRESIDENT: I am in receipt of a telegram signed by the Amarillo Chamber of Commerce, Mr. Wilbur C. Hawk, a prominent newspaper publisher, Mayor Ross D. Rogers, and other prominent citizens of Amarillo, Texas, reading as follows:

The President's interview wherein he is quoted as saying lands in the Panhandle of Texas, Oklahoma and other midwestern states should not be plowed again[1] is a matter of great concern to the territory affected so that we urge that you clear the situation so that we may be assured there is no national policy in the making that would result in any substantial amount of our panhandle lands being forced back to grass. If such a policy is brought forward it is our opinion that our people are ruined. Our people request complete clarification on this matter to the end that the value of their investments may not be destroyed and like the

Acadians be transported to a land selected by others for them.

I feel sure that there must be some misunderstanding in connection with this wire or as to the situation in the Panhandle. Hundreds of thousands of acres have been successfully cultivated in the Panhandle for the past quarter of a century. In fact the finest wheat in the country and perhaps the world is produced around Amarillo in the Panhandle. Agriculture is a most substantial element in the economic setup in the Panhandle. The production of kaffir corn for the sustenance of livestock is one of the principal industries there and has always been a success.

Kindly have the matter clarified in order that the people in the Panhandle may be reassured.[2]

With continued good wishes, I am, Yours very sincerely,

MORRIS SHEPPARD

[13:OF 1414:TS]

[1]The press conference of Jan. 10, 1936 (above), is meant.

[2]Answered below.

454 ROOSEVELT TO SENATOR MORRIS SHEPPARD OF TEXAS

[WASHINGTON] *January 15, 1936*

DEAR MORRIS: As usual the newspaper scribes got the story wrong. I mentioned that certain lands in western Texas, western Oklahoma, western Kansas, western Nebraska, western North and South Dakota, eastern Colorado and certain sections of New Mexico and Montana were susceptible of blowing away if cultivation continues. You and I know that that statement is true.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 1414:CT]

455 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *January 15, 1936*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: Rex Beach says that if we open the Glacier Bay National Monument in Alaska for prospectors for gold and silver, thousands of unemployed will immediately go there on grub stakes, and that it is generally agreed that the area is highly mineralized.[1]

As I understand it this monument is wholly unfit for human habitation and I do not see why mineral development could seriously affect its scenic beauty.

In regard to wild life, if the monument here was opened to mineral exploration, why not adopt the Canadian system of allowing no firearms to be carried by prospectors. This has worked in Canada and the wild life has remained.

Will you let me have a report on this.

F.D.R.

AD

[13:OF 928:CT]

[1]See *ante*, 451.

456 PRESS CONFERENCE, Executive Offices of the White House, January 17, 1936, 10:40 A. M.

[Excerpt] Q: Mr. President, would you care to talk on farm relief if we point out that you are not replying to Mr. Hoover?[1]

The President: Yes, I would just as soon do that. As a matter of fact what I was reading over when you came in were two things; first, the Soil Erosion Act of 1935 and, secondly, the statement I made and gave out on October 25 of this past year. I think probably the easiest thing to do is to read the statement of October 25th over, because that gives you a pretty good picture, a pretty good lead as to what the objective has been for a long time. In other words, this isn't anything new.

This statement of October 25th last year referred to the broad policy in relation to agricultural adjustment and of course on that I want to point out again that adjustment does not mean only adjustment downward, it means adjustment upward as well. If a man takes a quarter of his acreage out of one crop and puts it in another crop, he is adjusting one crop downward and adjusting another crop upward. It is an adjustment that is both ways.

I said there were two points and, mind you, this was away back in October.

The first was to carry out the gains already made, thereby avoiding the danger of a slump back into the conditions brought about by our national neglect of agriculture. Secondly, to broaden present adjustment operations so as to give farmers increasing incentives for conservation and efficient use of the nation's soil resources.

The time may come when the Triple A will prove as important in stimulating certain kinds of production as it has been in removing recent burden some surpluses.

Tens of millions of acres have been abandoned because of erosion. This jeopardizes both consumer and producer. Real damage to the consumer does not result from moderate increases in food prices but from collapse of farm income so drastic as to compel ruthless depletion of soil. That is the real menace to the nation's future food supply and has caused farmers to lose their homes. It has hastened the spread of tenancy. It lies at the root of many serious economic and social problems besetting agriculture.

Already the adjustment programs have made important gains in conservation and restoration of soil fertility. Many millions of acres which farmers have signed contracts to divert from surplus production—

this, of course, was when the contracts were legal—

are being devoted to legumes, pastures, hay and other crops which fertilize the soil and protect it from blowing and washing away.

>The long-time and more permanent adjustment program will provide positive incentives for soil conservation.

And then I spoke of the more simplified and more flexible program of the future and how it can serve to iron out the succession of extreme market gluts and shortages which in the past have wrecked the structure. And I said further,

I can think of nothing more important to the permanent welfare of the nation than long-time agricultural adjustment carried out along these lines.

That was true last October and it is true today with the exception of the contract method of soil conservation.

The Soil Conservation Act seems to point a way to carry out the broad purposes so we are proceeding on that theory.

Q: Does that not also contain a contract method?

The President: No.

Q: Doesn't that permit the Government to lease land?

The President: Yes.

Q: And thereby withdraw it from production?

The President: The bill says at the beginning,[2]

It is hereby recognized that the wastage of soil and moisture resources of farm, grazing and forest lands resulting from soil erosion is a wastage of national welfare, etc. The Secretary of Agriculture is authorized to conduct surveys relating to the character of soil erosion, the preventive measures needed, to carry out preventive methods, including but not limited to engineering methods, changes in use of land, to cooperate and enter into agreements with and to furnish financial or other aid to any agency, Government or otherwise, or any person subject to the conditions necessary, to acquire lands or rights or interests therein by purchase, gift, condemnation or otherwise, whenever necessary for the purposes of the act.

The rest is administration.

Q. That mentions an agreement. That is out, isn't it, under the AAA decision? You can't have conditions?

The President: That I don't know. I don't think that has been checked. It can be done by lease.

Q: Does the present statute provide you with sufficiently broad legislative—

The President: It may be necessary to amend very slightly to clarify one or two of the provisions. It would be a very simple amendment.

Q: How do you raise the money for this?

The President: That we haven't got anything on as yet.

Q: Do you propose to amend the Act to provide for additional payments to farmers?

The President: You mean this Act?

Q: Yes.

The President: As I said, very, very slight amendments.

Q: If you lease the land from the farmer and thereby withdraw production, the rental money you pay to the farmer would be about the same thing as the benefit payment under the AAA?

The President: That would depend entirely on the character of the land. It would not be in every case.

Q: Any estimate of the cost of this program?

The President: No.

Q: In case a man had any submarginal land on his farm at all, this would not give you the means for leasing it?

The President: Yes, but his land might be running out. It might not be submarginal today, but it might be tomorrow.

Q: Or some time in the future?

The President: Yes. One of the things that needs clarification, speaking about amendments: Obviously the purpose of this, although it is not entirely clear, is to prevent the loss of soil fertility. Now, of course, very few of you know anything about farming but you can imagine perfectly well a field—let us bring it down to a field—where there isn't erosion in the sense that the soil is running off of the field into the creek. In other words, it is not something that when it dries or when it is deposited when the water stops perhaps a mile down, you can pick up in your hand. Nevertheless, that same field may be having a condition where the chemicals in the soil are being carried away. You can't pick up those chemicals in your hand. So, soil erosion, when you come down to a matter of actual fact, may be in one of two forms, the tangible thing that you can pick up in your hand, such as a handful of mud, or it may be the chemicals that are being washed out of the land. For instance, you take Hyde Park: It is an entirely different proposition from down in Georgia. In Georgia Warm Springs the soil itself actually washes off the cultivated fields and eventually you get these great furrows, gullies. At Hyde Park we don't get any gullies except on some of the higher hills. But if I don't rotate crops at Hyde Park, if I keep on planting corn year after year in the same field, after a while I don't get any corn crop. There are two causes, the first being that the corn itself takes the minerals out of the soil, and the second is that when that land is never put back into pasture, the chemicals in that particular field run off with the rains. That does not make a gully because chemicals are almost intangible; you cannot pick them up in your hand.

That is one of the questions with respect to this Bill, whether it is clearly enough stated that soil erosion is not limited to the physical running off of the soil in the form of ground. Is that clear?

Q: On the other basis of interpretation, there would be erosion on every farm in the country.

The President: Yes, possible erosion.

Q: Wouldn't it be actual, because you can't keep growing the same crop on any land without having it deteriorate?

The President: That is perfectly true.

Q: As a practical proposition, who will determine, and how, what land is eroding and what is running away?

The President: Oh, the same people who are doing it now, the county agents helped by the

state colleges of agriculture. Put the entire system under the Department of Agriculture.

Q: Would you care to state whether you believe this program would be better in the long run than the original AAA?

The President: If you read the October 25th statement you will see that this is carrying out what AAA started to do, which was supplemented by the Soil Erosion Act. That is nothing new; no new policy. It is carrying out what we started two years ago.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Hoover had attacked Roosevelt's farm policies in a speech in Lincoln, Nebraska, on Jan. 16, 1936.

[2]Roosevelt here read a paraphrase of the policy statement of the Soil Erosion Act of 1935 (49 *Stat.* 163). The Soil Conservation Act of 1936 (49 *Stat.* 1148) was enacted as an amendment to the 1935 measure.

457 ROOSEVELT TO FREDERIC A. DELANO, CHAIRMAN, NATIONAL PARK DINNER, Mayflower Hotel, Washington

[WASHINGTON] *January 22, 1936*

MY DEAR MR. DELANO: I am sorry that I could not accept your invitation to be present at the dinner which you are having tonight in recognition of the accomplishments of the National Park Service.[1] I need not tell you that I have for a long time been deeply interested in the conservation and preservation of our natural resources, not only those resources of great money value, but also those of scenic value which, if once destroyed, can never be replaced. Anyone who has read the history of our country knows how in our rush to acquire land and subdue the forests many of these natural resources were destroyed for all time. It is fortunate that there have always been a few men who have stood stoutly for their preservation.

An interesting chapter in the history of our natural resources is the report of the Washburn Expedition in 1870 into the Yellowstone Park area. The recommendation of its participants, due largely, if not entirely, to the vision of Cornelius Hedges, bore fruit two years later in an act of Congress setting aside the Yellowstone Park; but ever since it has required the vigilance of public-spirited citizens to prevent the utilization and spoliation of such areas as the Yellowstone Lake itself and the Bechler Meadows.

Present day and future citizens of the United States owe very much to the vision of the men who were pioneers in the work which is now carried on by the National Park Service and while that service is now established on a very solid footing, it will always need the support of far-seeing, public-spirited and conscientious citizens.[2]

With very best wishes for the success of your meeting, I am,

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

MW

[13:PPF 430:CT]

[1]The dinner was part of the program of the conference on the National Park Service held in Washington, Jan. 22-

24, 1936, by the American Planning and Civic Association and the National Conference on State Parks.

[2]Drafted by Delano.

458 PRESS CONFERENCE, Executive Offices of the White House, January 24, 1936, 10:40 A.M.

[Excerpt] Q: Do you care to comment on suggestions for State A. A. A.'s?

The President: That was one of the newspaper stories this morning.

Q: The guessing record is on a kind of low average today, Mr. President.

The President: Yes, bad.

Q: What do you regard as the objective in that case?

The President: Well, you can put it as we stated it (in this statement of October 25th)[1] or you can even use what I said up in New York as quotations from T. R.[2] I would say, to so manage the physical land use in the United States that we will not only maintain soil fertility, but we will hand back to the next generation a country with better productive power and a greater permanency for land use than the one we inherited from the previous generation. That is the broad objective. We have got to go a long ways to catch up with the mistakes of the past so as to make the United States, as a whole, as productive as it was a hundred years ago.

Q: May that be used in quotations?

The President: I think so, if you will let me look it over.

Q: Do you think those objectives can be reached without amendment to the Constitution?

The President: I hope so.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]*Ante,* 431.

[2]At the dedication of the Theodore Roosevelt Memorial at the American Museum of Natural History, Jan. 19, 1936, Roosevelt quoted the former President's statement that conservation means development as much as it does protection, and that the nation behaves well if it turns over its natural resources to the next generation increased in value. The speech is printed in Rosenman (ed.), *Public Papers,* V, 61-65.

459 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *January 30, 1936*

To THE CONGRESS OF THE UNITED STATES: I transmit herewith for the information of the Congress a letter from the Chairman of the National Resources Committee[1] with the accompanying report entitled: *Little Waters: a Study of Headwater Streams and Other Little Waters: Their Use and Relations to the Land.*

This report treats of a subject with which the physical well-being of our people is intimately bound up, yet to which, in the past, too little attention has been paid. We have grown

accustomed to dealing with great rivers, with their large problems of navigation, of power and of flood control, and we have been tempted to forget the little rivers from which they come. The report points out that we can have no effective national policy in those matters, nor in the closely related matter of proper land uses, until we trace this running water back to its ultimate sources and find means of controlling it and of using it.

Our disastrous floods, our sometimes almost equally disastrous periods of low water, and our major problems of erosion, to which attention has been called by the reports of the National Resources Board, the Mississippi Valley Committee, the Soil Erosion Service, and other agencies, do not come full-grown into being. They originate in a small way, in a multitude of farms, ranches and pastures.

It is not suggested that we neglect our main streams and give our whole attention to these little waters but we must have, literally, a plan which will envisage the problem as it is presented in every farm, every pasture, every wood lot, every acre of the public domain.

The Congress could not formulate, nor could the Executive carry out the details of such a plan, even though such a procedure were desirable and possible under our form of government. We can, however, lay down certain simple principles and devise means by which the Federal Government can cooperate in the common interest with the States and with such interstate agencies as may be established. It is for the Congress to decide upon the proper means. Our objective must be so to manage the physical use of the land that we will not only maintain soil fertility but will hand on to the next generation a country with better productive power and a greater permanency of land use than the one we inherited from the previous generation. The opportunity is as vast as is the danger. I hope and believe that the Congress will take advantage of it, and in such a way as to command the enthusiastic support of the States and of the whole public.[2]

[W. H. PRESS RELEASES:M]

[1]*Ante,* 444.

[2]The first draft of this message was by Robert L. Duffus, staff writer of the New York *Times.* On Jan. 16, 1936, Morris Cooke informed Roosevelt that the printing of the *Little Waters* report would be completed by January 22 (OF 2450). He added that Duffus was going to prepare something that might be used as a preliminary draft of a transmittal message: "He is both sympathetic and familiar with this subject and has been so helpful in connection with this particular publication that I rather think he will do a good job. Anything on conservation he does con amore."

Cooke sent the draft to Roosevelt on Jan. 18, 1936 (OF 2450). Hassett revised it by removing what he termed "most of the rhetoric" (references to "the pioneer blood . . . in our veins," "fighting the wilderness," and "working with Nature") (Early and Hassett to Roosevelt, Jan. 24, 1936, OF 2450). Also removed was a sentence which perfectly expressed one of Roosevelt's beliefs: "As to the principles, I believe there will be general agreement that no owner of land has the moral right, whatever his legal rights may be, so to use his property as to cause injury or loss to his fellow citizens, and that no present-day owner of land has the moral right to impair the heritage of soil fertility which should be handed down to the generations to come." In the Senate the message was referred to the Committee on Agriculture and Forestry; in the House, to the Committee on Flood Control *(Cong. Rec.,* 74th Cong., 2d sess., 80:2, 1229, 1289).

460 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *Jan. 30, 1936*

MY DEAR MR. PRESIDENT: I have the honor to transmit herewith a report by a sub-committee of the National Resources Committee on Drainage Policy and Projects with the comments and recommendations of our Advisory Committee.[1]

It is believed that the need for coordination and advance planning of drainage projects shown in the report could be met by requesting all Federal agencies concerned with land drainage or water storage to report their impending programs of drainage or storage work to the National Resources Committee at regular intervals. The Committee would keep all interested agencies currently informed of the programs of others, and would be prepared to adjust controversies which agencies could not themselves reconcile. In this fashion unwise projects would be detected at an early time, and conflicts would be brought into the open before rather than after construction work had begun.

The attached draft of a suggested memorandum authorizing the foregoing procedure is submitted for your consideration. It calls for the same informal type of review specified in your order of September 23, 1935, regarding the Upper Rio Grande Basin, which procedure is now proving highly satisfactory. If you approve of this procedure, we will undertake to distribute photostat or other copies of the memorandum after your signature.

In the event that you consider it wise to issue a memorandum of the character suggested, the opening of the National Wildlife Conference on February 3 would be an especially appropriate time at which to announce your action.

Sincerely yours,

HAROLD L. ICKES

[Notation: A: LEHAND] RF[2] Is this the proper way to get this out? FDR

[13:OF 1092:TS]

[1]*Drainage Policy and Projects. Report of the Special Subcommittee of the Water Resources Committee of the National Resources Committee* (Washington, 1936).

[2]Rudolph Forster, Executive Clerk of the White House Office.

461 ***[Enclosure]***

THE WHITE HOUSE, WASHINGTON

MEMORANDUM: TO FEDERAL AGENCIES CONCERNED WITH PROJECTS OR ALLOTMENTS FOR LAND DRAINAGE OR WATER STORAGE: From investigations made by the National Resources Committee, it appears that unnecessary waste and delay in the execution of land drainage and water storage projects result from the failure of Federal agencies to secure review of projects from all relevant points of view while the work is being planned, and that certain projects which are ill-advised from public health, wildlife conservation, or other standpoints, may be undertaken because such review is not made.

Please instruct appropriate officials of your agency to submit a statement of impending programs involving land drainage or water storage to the National Resources Committee at regular intervals in order that other agencies having an interest in the work may be informed

by the Committee of the programs well in advance of their initiation.

[13:OF 1092:CT]

[1]The ribbon copy of this memorandum was signed by Roosevelt and returned to Ickes.

462 ROOSEVELT TO HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE

[WASHINGTON] *February 1, 1936*

MY DEAR MR. CHAIRMAN: I have signed the suggested memorandum to the agencies concerned with land drainage or water storage projects and will appreciate it if you will see that properly authenticated copies are sent to the heads of all the agencies affected thereby.

Announcement of this action may be made, as you suggest, at the opening of the National Wildlife Conference on February third.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1092:CT]

[1]This refers to the preceding memorandum. Speaking at the conference on Feb. 4, 1936, Jay Darling said Roosevelt's action in issuing the memorandum was one of the most important steps ever taken toward the restoration of wildlife environment (New York *Times*, Feb. 5, 1936, p. 21).

463 ROOSEVELT TO THE NORTH AMERICAN WILDLIFE CONFERENCE, Washington

[WASHINGTON] *February 3, 1936*

To THE NORTH AMERICAN WILDLIFE CONFERENCE: I regret my inability to extend a personal welcome to you or to participate personally in your discussion. Because this is impossible, I have asked Secretary Wallace to convey my best wishes for a most successful and profitable meeting.

It has long been my feeling that there has been a lack of full and complete realization on the part of the public of our wildlife plight, of the urgency of it, and of the many social and economic values that wildlife has to our people. This, and the firm belief in the ability of the American people to face facts, to analyze problems, and to work out a program which might remedy the situation, impelled me to call the North American Wildlife Conference.

Our present wildlife situation is more than a local one. It is national and international. I sincerely hope that with the help of good neighbors to the north and south of us, your Conference will unite upon a common purpose and a common program.

You have been told that this Conference is an open forum; that it is entirely autonomous; that its future is subject to its own decisions. This is as it should be, for it makes it possible for you as representatives of thousands of wildlife organizations with millions of interested and zealous members to make effective progress in restoring and conserving the vanishing wildlife resources of a continent.[1]

[FRANKLIN D. ROOSEVELT]

[13:OF 1878:CT]

[1](Drafted by the Biological Survey.) An important product of the conference was the organization of the General Wild Life Federation for the advancement, restoration and conservation of wildlife. Jay Darling was elected acting president (New York *Times,* Feb. 6, 1936, p. 4).

464 LYLE T. ALVERSON, ACTING EXECUTIVE DIRECTOR, NATIONAL EMERGENCY COUNCIL, TO ROOSEVELT

[WASHINGTON] *February 8, 1936*

SUBJECT: A bill to extend from 80,000,000 acres to 143,000,000, the area of the public domain that may be placed in grazing districts.[1] This legislation was first transmitted to the President on January 30, 1936. The President directed that the matter be submitted to the Department of Agriculture, and under date of February 7, 1936, the Under Secretary advised that enactment thereof is desirable.

This bill does not appropriate any funds, and none apparently are required to effect its operation. The Secretary of the Interior favors adoption thereof, and sets out cogent reasons to support his conclusion, among them being that enactment of such bill would increase the value of C. C. C. work and permit its extension to areas sorely in need of such improvement. The bill contains proper provision for hearings of all interested parties before new grazing districts are created, and provisions to protect lawful rights under other existing law validly affecting the public lands.

I recommend that the President find that the said bill is in accord with the program of the President.

[LYLE T. ALVERSON]

[Notation: A] Feb. 8, 1936 "L.T.A. O.K. FDR"

[13:OF 633:CT]

[1]H. R. 10094, introduced by Representative Taylor (Colo.) on Jan. 9, 1936, amended the Taylor Grazing Act of June 28, 1934 (48 *Stat.* 1269), to the extent here noted. Passed by the House (March 16) without debate, it was amended by the Senate in these particulars: the authority of the Secretary of the Interior to classify public domain lands for use was extended to lands withdrawn under Executive Orders 6910 (Nov. 26, 1934) and 6964 (Feb. 5, 1935); and the provisions relating to the exchange of public domain with private and state lands, and relating to the leasing of lands outside the grazing districts, were made more explicit. (For some reason, not explained in the *Congressional Record,* the area involved was reduced to 142,000,000 acres.) In addition, a new section created the post of director of grazing and required that the director, assistant grazing directors and graziers should be natives or bona fide residents of the state in which they were to serve *(Cong. Rec.,* 74th Cong., 2d sess., 1936, 80:1, 285; 80:4, 3815-3816; 80:9, 9316; 80:10, 10624-10626). The act was approved June 26, 1936 (49 *Stat.* 1976).

465 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *February 8, 1936*

MY DEAR MR. PRESIDENT: H. R. 10094 is a bill introduced by Congressman Taylor—on his own initiative, so far as I know—bringing the remainder of the public domain under the

Taylor Grazing Law. A similar but more complicated bill passed Congress at the last session and was vetoed by you on the recommendation of this Department because of certain objectionable amendments that were attached to the bill. The present law is a simple one and is quite satisfactory to this Department.

It is of vital importance that this bill be passed. I find upon inquiry that it has gone through the Bureau of the Budget and the National Emergency Council. Mr. Alverson sent it to Mr. Forster, who then sent it to the Department of Agriculture.

Of course I have no complaint to make of this last reference but it just happens to be the fact that the Department of Agriculture urged you to veto the original Taylor Grazing Act and I don't quite see how the matter comes within the jurisdiction of that Department. It deals with public lands, which are within the sole jurisdiction of the Department of the Interior. Congressman Taylor is clamoring for a report on this bill and unless the policy of the Administration has changed since the last session with respect to the subject matter we ought to be in a position to report favorably so that the bill may be carried through Congress without unnecessary delay.

In my judgment, it is of vital importance to bring the balance of the public domain within the Taylor Grazing Law.

Sincerely yours,

HAROLD L. ICKES

[Notation: A] R. F. President would like to know where report from Ag on this is—

[13:OF 633:TS]

466 ROOSEVELT TO REPRESENTATIVE MAURY MAVERICK OF TEXAS

[WASHINGTON] *February 12, 1936*

MY DEAR MR. MAVERICK: I entirely approve the establishment of a National Resources Board.

As I stated in my Message to the Congress, in transmitting the report of the National Resources Board on January 24, 1935, "a permanent National Resources Board, toward the establishment of which we should be looking forward, would recommend yearly to the President and to the Congress priority of projects in the national plan."

Definite legislation would provide for the continuance of the effective work already done by the present National Resources Committee and its predecessors.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1092:CT]

[1]This is in reply to Maverick's letter of Jan. 21, 1936, asking support of H. R. 10303, to establish a permanent national resources board, introduced by him on January 16, and suggesting that the President secure the help of Delano, Ickes and others (OF 1092). Roosevelt had earlier, however (apparently in November or December, 1935), asked Delano to get Representative Doughton (N. C.) to introduce a planning board bill and had indicated his approval of an annual expenditure, for such an agency, of from $600,000 to $1,500,000 (Acting Executive Director

Alverson, National Emergency Council, to Roosevelt, Jan. 9, 1936, OF 788). Doughton, however, said he knew nothing about the subject and had "grave doubts" about introducing a planning agency bill in view of the recent invalidation of the National Recovery Administration Act (Delano to Maverick, Jan. 8, 1936, OF 1092). Delano then wrote to Ickes (Jan. 31, 1936, OF 1092), that the Maverick bill was satisfactory to the Advisory Committee of the National Resources Committee and enclosed a draft reply to Maverick that was sent as the letter here printed. (Another draft prepared by the National Resources Committee which specifically approved Maverick's bill was not used by the White House.) The House took no action on the Maverick bill, and an attempt in the Senate to add its Senate counterpart (S. 2825) to the 1936 omnibus flood control bill (H. R. 8455) failed *(Cong. Rec.,* 74th Cong., 2d sess., 80:5, 5269-5270 80:7, 7706-7710).

467 IRVING BRANT, EDITOR OF EDITORIAL PAGE, ST. LOUIS *Star Times,* TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[ST. LOUIS] *February 13, 1936*

DEAR MR. ICKES: As I told you when we met for a moment in Mr. McIntyre's office, I had been talking with the President about the conflict between the National Park Service and Forest Service, and I now wish to outline to you our conversation and what preceded it, for whatever it may be worth to you.

The matters about which I spoke to the President were the preservation of the virgin forests around the present Mt. Olympus National Monument and the sugar pine grove near Carl Inn, on the edge of Yosemite park.

Some days earlier, I had made some comment to Secretary Wallace about the unwillingness of the Forest Service to let go of any of its lands, and he asked me to have lunch with himself and Mr. Silcox to talk over the Olympus situation. Thanks to Mr. Horning of the National Park Service, I had some detailed information about the situation there, and the upshot was that Silcox (who seems to have a genuine desire to protect virgin timber) said that if the facts were as I stated he would support a move to have additional areas (he did not say how extensive) permanently protected. But he said he would not sanction the transfer of a single acre to the "administrative methods" of the Park Service.

The statement I had made, based on information from Mr. Horning, was that the area desired for a national park included only 5 billion board feet of timber which could be marketed, that this would last only five years in the Gray's Harbor mills, and that on a sustained yield basis this area would produce only 5 per cent of the entire sustained yield of the area tributary to the Olympic Peninsula lumber interests. Therefore the demand for economic use of the timber meant that trees 400 to 1,000 years old, irreplaceable and the last of their kind, would be sacrificed to keep mills running five years or to prevent the transference of 170 families (5 per cent of the population).

Silcox said the Forest Service could be trusted to guard these trees in perpetuity. I told him that in 1927 or thereabouts the Forest Service officials at Portland had told me they were going to make these forests into a wilderness area to be preserved forever, but now they were planning to run roads and railroads in and log them off. Silcox then said he would be willing to see the Olympic National Monument extended if administration of it were transferred to the Forest Service, or if administration of the added area were left to the Forest Service. I said that an act of Congress would be needed to insure the permanence of a national monument, but raised no objection to his suggestion of divided jurisdiction, for this reason: If the Forest Service agrees that the trees must be protected, it abandons the only argument (economic use) on which it could oppose a national park.

In talking with the President I outlined the matter much as stated above, emphasizing the fact

that Silcox agreed to preservation, but said he would not agree to a transfer to the National Park Service. I told the President that I thought this put action up to him. I also told him of the relationship of these lands to the Roosevelt elk herd. (Incidentally, the President, in looking over Mr. Horning's pictures of the high mountain land, said he would like to get in there and wanted to know if a road was to be built. I told him that the N. P. S. planned a highway into the high mountains but wanted to leave most of the land in a wilderness condition.) He took notes on this and seemed decidedly interested.

On the sugar pine matter, I told him I had just learned that the Yosemite Lumber Company had started cutting toward the Carl Inn grove, which meant that a race was on to see how much could be saved before they cut to the park boundary. This is the finest sugar pine grove left in California. It has been saved for the past few years by the depression. To my mind, these sugar pines are hardly if at all inferior to the great sequoias, for they make up in beauty the little they lack in size, and it would be a crime if a grove which naturally belongs to Yosemite park, and once was inside of it, should be destroyed when it could be saved by a trade for national forest lands. I told the President that action was needed on a bill to authorize the transfer. I believe, also, that there is great need for national publicity, both to encourage action by Congress and in the hope that somebody will make a money gift which will insure the saving of some part of the trees. This is a matter on which delay is fatal; the trees are going.

I am sure that you take a keen interest in these matters, and hope that you may be able to secure action. If the administration would get behind the two bills, and tell the Forest Service people to keep their hands off, they would go through Congress without difficulty.

Yours sincerely,

IRVING BRANT

P. S. Inclosed is an editorial on your joint appearance with his chain gang excellency.[1]

[Notation: A] P's desk at office

[13:OF I—C:TS]

[1]The editorial is not present. "His chain gang excellency" refers to Gov. Eugene Talmadge of Georgia, so dubbed by Ickes.

468 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *February 18, 1936*

MEMORANDUM . . . MT. OLYMPUS NATIONAL MONUMENT: I understand that there is a forest area immediately adjacent to the national monument. Why should two Departments run this acreage? If the forest portion is not to be used for eventual commercial forestation and cutting, why not include the forest area in the national monument?

This is a matter which should be settled by Mr. Silcox and Mr. Cammerer.

Please let me have a report recommending Executive action.[1]

F.D.R.

[13:OF 928:CT]

[1]No reply to this has been found.

469 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *February 18, 1936*

MEMORANDUM . . . I understand that Okefenokee swamp has been bought with Biological Survey funds. In view of the fact that this is to be set up as a permanent preserve, should it not be made a national monument by Executive Order or Proclamation? It is more than a forest area and more than wild life area.

Will you talk this over and let me know your conclusion?[1]

F.D.R.

[13:OF I—F:CT]

[1]Answered *post*, 472, 473.

470 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *February 18, 1936*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Please let me have a report on the sugar pines now in private ownership near or next to the Yosemite Park. Can this tract be saved by a trade of lands? If it requires special legislation, let me have a report and recommendation.[1]

F.D.R.

[13:OF 149:CT]

[1]Answered *post*, 479.

471 ANTHONY J. DIMOND, DELEGATE FROM ALASKA, TO ROOSEVELT

WASHINGTON, D. C., *February Twenty-first, 1936*

DEAR MR. PRESIDENT: Some weeks ago, when Mr. Hanbury and Mr. Zeldenrust, fishermen of Ketchikan, and I saw you for a few minutes you inquired of me whether I knew of any reason why mining exploration and development should not be permitted within the boundaries of the Glacier Bay National Monument in Alaska. I replied as emphatically as I could that no reason did exist and that such mining exploration and development should be permitted in the Monument; that if necessary proper provision could be made with respect to firearms to protect the wildlife living in the Monument.

At that time I also called your attention to the fact that prospecting and mining have always been permitted within Mt. McKinley National Park, which is much greater in area, and that the wild life there is very adequately protected and is now very plentiful.

Yesterday I received a letter from Mr. Rex Beach of Sebring, Florida, who talked with you on the subject, and in this letter Mr. Beach says in part as follows:

I am in touch with certain parties in Chicago who are ready to put a drilling outfit and crew into the Monument area this summer if the restrictions are removed and they have so advised Mr. Cammerer and the President.

Recently in Palm Beach I discussed the situation at length with some friends of mine who are important factors in the mining game and they, too, are interested in opening up this area.

If the Government refuses to start on a general Alaskan development plan I can only repeat at the risk of becoming tiresome that reopening the Glacier Bay Monument immediately would involve no expense whatever and very conceivably might result in mineral discoveries which would stimulate and hasten a wider plan.

This is written to call your attention to the subject again since it is of considerable importance to the people of Alaska, and to request that you amend the Proclamation creating the Glacier Bay National Monument so as to permit mineral development therein. No injury can be done to anyone or anything by such an amendment and it will probably result in definite benefit to quite a number of individuals who will engage in mining on the mineral grounds of that region.[1]

Sincerely yours,

A. J. DIMOND

[13:OF 928:TS]

[1]Answered *post*, 480.

472 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *February 21, 1936*

MY DEAR MR. PRESIDENT: I have your memorandum of February 18, addressed to the Secretary of Agriculture and myself jointly, with reference to the Okeefinokee swamp area. I at once called Henry Wallace by telephone to discuss this matter with him. I suspect that we will not be able to agree in a recommendation to you on this matter.

I need not say that it is, and for some time has been, my firm conviction that Okeefinokee swamp should be created into a national monument. I do not know whether you recall that quite some time ago I discussed with you the possibility of acquiring this swamp as a national park or monument. Unfortunately for such a project at that time Mr. Darling had obtained funds under an Act of Congress with which to buy this area for the Biological Survey. When I discussed the matter with him he expressed himself as being entirely willing that it should be declared a monument. I think that he felt that the monument form of administration would offer greater protection to wildlife. I do not know whether Mr. Darling ever made a recommendation to you on this, but when he was in Washington recently in connection with the Wildlife Conference we once more discussed it and he again said that he believed that Okeefinokee should come in as a national monument. My recollection also is that he said he would be willing so to state to you.

There are two main reasons why, as it seems to me, this should be set up as a monument. The

first is that this is the outstanding area of the sort in the whole United States, and the theory underlying the national parks and monuments is that outstanding natural areas should come in as monuments and parks. The second main reason is that the inviolability of national parks and monuments has come to be generally recognized. Those areas are held sacred to future generations of America. Attempts to encroach upon them have practically ceased because of the public opinion against such encroachments.

We are equipped to give the wildlife the protection that it needs and I hope very much that you will decide, as a matter of policy, that Okeefinokee should come into the national park system as a monument.

Sincerely yours,

HAROLD L. ICKES

[Notation: A] Grace[1] to hold until Pres gets letter on same subject from Sec. of Agriculture.

[13:OF I—F:TS]

[1]Grace Tully, stenographer in Marguerite LeHand's office. Miss Tully took over Miss LeHand's duties as Roosevelt's secretary when the latter became ill in 1941.

473 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *February 26, 1936*

DEAR MR. PRESIDENT: Reference is made to your memo of February 18 concerning the Okefenokee Swamp.

We have not yet bought the swamp. We have under option 296,000 acres at about $1.50 an acre, but these options have not yet been formally accepted. After acceptance of the options, titles will have to be examined and approved by the Department of Justice, and it will require from six months to a year to get the project to the point where we are actually owners of the tract. There will be, therefore, ample time to discuss with you and with any others you may want to go into the matter the question of transfer of the swamp to the Department of the Interior for national monument purposes.[1]

Sincerely yours,

H. A. WALLACE

[13:OF I—F:TS]

[1]The area was created the Okefenokee Wildlife Refuge, under the Department of Agriculture, by Executive Order 7593 of March 30, 1937. This comprised approximately 479,450 acres in Charlton, Clinch and Ware counties, Georgia. In recommending the establishment of the refuge, Wallace said lack of authority to keep out trespassers was resulting in serious harm to the remaining wildlife (Wallace to Roosevelt, March 18, 1937, OF 378).

474 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *February 29, 1936*

MY DEAR MR. SECRETARY: I have carefully read your letter of February twenty-fifth, in

which you present the needs of the Interior Department agencies cooperating in Emergency Conservation Work for the period April 1—June 30, 1936.[1]

I was very sorry that funds could not be provided to continue in operation all of the Civilian Conservation Corps camps that had been authorized. The reduction had to be made. I have discussed the allocation of camps with the Director, Emergency Conservation Work and it is easily apparent that each of the technical agencies having a part in this work feels that its particular activity is of especial importance. I have carefully gone over the distribution of camps that was made for the period January 1—March 31, 1936, and the distribution seems to be reasonably fair.

I am keenly interested in the work that the Division of Grazing is undertaking and I hope that this recently created activity may have a larger proportionate share of the Civilian Conservation Corps camps in order to more fully meet its needs, but it would be difficult to justify the expenditure of additional funds to build and equip new camps when we have such a large number of already built and equipped camps on which the work project has only been partially completed. The Director has recommended and I have approved a policy of not building additional new camps until we have reoccupied the temporarily closed camps where a considerable amount of work remains to be done.

While I realize that the work of the Division of Grazing as well as the Bureau of Reclamation should be expedited as much as possible, as well as all of the other work of your Department being carried on by Civilian Conservation Corps camps, we cannot hope to do all of this work immediately. In due time, however, we will be able to give it proper attention. I have authorized the Director to continue the present proportionate distribution of camps during the period April 1—June 30, 1936.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 268:CT]

[1]Ickes had protested the proposed reduction in the number of CCC camps in the Division of Grazing and the Bureau of Reclamation (OF 268).

475 MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT, TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

[WASHINGTON] *February 29, 1936*

MEMORANDUM . . . Governor Berry of South Dakota just called me from there. He is very much interested in the Shelter Belt project.

I believe you were to see what could be done to get them to appropriate at least part of the million dollars in the budget.

Will you let me know what the status is and if there is anything we can do as the President is very much interested.[1]

[MARVIN H. MCINTYRE]

K:TMB

[13:OF I—C:CT]

[1]Answered *post*, 477.

476 STATEMENT BY ROOSEVELT ON SIGNING THE SOIL CONSERVATION AND DOMESTIC ALLOTMENT ACT

[WASHINGTON] *March 1, 1936*

In signing the Soil Conservation and Domestic Allotment Act, I feel that I am approving a measure which helps to safeguard vital public interests, not only for today, but for generations to come.[1]

This legislation represents an attempt to develop, out of the far-reaching and partly emergency efforts under the Agricultural Adjustment Act, a long-time program for American agriculture.

The new law has three major objectives which are inseparably and of necessity linked with the national welfare. The first of these aims is conservation of the soil itself through wise and proper land use.[2] The second purpose is the reestablishment and maintenance of farm income at fair levels so that the great gains made by agriculture in the past three years can be preserved and national recovery can continue. The third major objective is the protection of consumers by assuring adequate supplies of food and fiber now and in the future.

The Federal Government, with an annual expenditure far less than the actual yearly wastage of fertility by erosion in the past will make grants of money to farmers, conditioned upon actual evidence of good land use. Thus, in carrying out the soil conservation plan, there will be provided a positive incentive to and protection for those who voluntarily shift from soil-depleting surplus crops, such as cotton, corn, wheat and tobacco, into erosion-preventing and soil-building crops, such as grasses and legumes, of which there is no surplus. This will help to bring about and maintain a healthy supply and demand situation from farm commodities, and will have a beneficial effect on farm prices and farm income.

There will be no contracts with farmers. The program does not control individual production of individual farm commodities. The absence of production control may make impracticable the attainment of exact parity prices, as defined in the Agricultural Adjustment Act. Nevertheless, I am confident that the farmers, cooperating with the Government, will work hard within existing legal limitations to achieve the new law's goal, which is parity not of farm prices but of farm income. They and we have not abandoned and will not abandon the principle of equality for agriculture.

In general, the new farm act follows the outlines of a long-time policy for agriculture which I recommended in my statement of October 25, 1935. The wise use of land which it seeks to encourage involves sound farm practice and crop rotation as well as soil conservation. The income insurance feature afforded by the conditional payments will help farmers to maintain these beneficial systems of farming without interruption in poor crop years. Long-time adjustments, as I said last October, can be adapted to natural soil advantages of regions and localities.

Sound farming is of direct interest not only to farmers but to consumers. To the extent that the new plan succeeds in its aim of preserving and improving farm lands, consumers will share substantially in the benefits. In years of surplus, consumers may lightly take for granted the continuance of adequate supplies of food and fiber; but the recurring dust storms and

rivers yellow with silt are a warning that nature's resources will not indefinitely withstand exploitation or negligence. The only permanent protection which can be given consumers must come from conservation practiced by farmers.

For a long time, I have felt that there was need for concerted action to promote good land use. Years ago, as Governor of the State of New York, I took such steps as I could in that direction, and I described them in detail in a speech at French Lick, Indiana, June 2, 1931, on the subject "Acres Fit and Unfit."[3] I said that, having reached a determination as to the best use of land, "we arrive at once at the larger problem of getting men, women and children—in other words, population—to go along with a program and carry it out." I said that "government itself must take steps, with approval of the governed, to see that plans be come realities."

As I made that speech, I was thinking in terms of my state, of other states and of the nation. Now this new Act incorporates a system of Federal aid to function when state cooperation with the Federal Government can be arranged.

The provision for State-Federal cooperation, beginning not later than January 1, 1938, will mark a further application of the principle of shared responsibility. This is in accord with the strong feature of the agricultural adjustment programs which operated in a democratic manner through cooperation with the State land grant colleges, State committees, county associations and county committees, township committees, and individual farmers.

The history of every nation is eventually written in the way in which it cares for its soil. The United States, as evidenced by the progressive public opinion and vigorous demand which resulted in the enactment of this law, is now emerging from its youthful stage of heedless exploitation and is beginning to realize the supreme importance of treating the soil well.

I do not regard this farm act as a panacea or as a final plan. Rather I consider it a new basis to build and improve upon, as experience discloses its points of weakness and of strength. Aiming at justice for agriculture and self-interest for the nation, the plan seeks to salvage and conserve the greatest values in human life and resources with which this nation is endowed.[4]

[W. H. PRESS RELEASES:M][5]

[1]"An Act to promote the conservation and profitable use of agricultural land resources by temporary Federal aid to farmers and by providing for a permanent policy of Federal aid to States for such purposes," approved Feb. 29, 1936 (49 *Stat.* 1148).

[2]Under the law crops were classified as "soil-depleting," such as corn, cotton, tobacco and wheat, or as "soil-conserving," such as grass, legumes and other forage crops. Farmers were paid for shifting acreages from soil-depleting to soil-conserving crops and also for putting into effect certain soil conserving practices.

[3]*Acres Fit and Unfit, State Planning of Land Use for Industry and Agriculture,* printed as a pamphlet in 1931. See *ante,* 81 n.

[4]On the shift in emphasis from prices to soil conservation made necessary by the ruling of the Supreme Court in the Hoosac Mills case, see Murray R. Benedict, *Farm Policies of the United States, 1790-1950* (New York: Twentieth Century Fund, 1953), pp. 349-352. This study concludes that although crop control rather than soil conservation was the major purpose of the sponsors of the 1936 act, "much effective adjustment which resulted in better soil management was accomplished."

[5]A "pasted-up" draft of this statement is present (Speech File), the form and markings (in Roosevelt's hand) indicating that it was made up of two separate drafts, the authorship of which is not indicated. Roosevelt made some twenty interpolations and deletions in the draft, mostly matters of form rather than content. The statement was

issued as a White House press release and was not addressed to the Congress, but on request of Senator Costigan of Colorado it was printed in the *Congressional Record* (74th Cong., 2d sess., 80:3, 3098). The statement as printed in Rosenman (ed.), *Public Papers,* V, 95-102, is accompanied by an explanation of the purposes and operation of the act.

477 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *Mar. 4, 1936*

MEMORANDUM FOR MR. M. H. MCINTYRE . . . Reference is made to your memorandum of February 29, 1936, with respect to the Shelterbelt project.

The 1937 Department of Agriculture appropriation bill passed the House February 28, 1936, with no provision for the Shelterbelt, an amendment, offered on the floor by Mr. Ferguson, of Oklahoma, to add $180,000 to the bill for this purpose, having been rejected. This amount was suggested by Mr. Silcox, Chief of the Forest Service, as being the minimum sum necessary to develop, distribute, and plant the nursery stock of trees now on hand, and continue investigations of Shelterbelt planting.

I have today asked the Secretary of Agriculture to address a letter to the Chairman of the Senate Committee on Appropriations requesting that an item of $180,000 for the Shelterbelt project be added to the bill. A copy of this letter is to be furnished me and I will then speak to Senator Byrnes about the matter.[1]

D. W. BELL

[13:OF I—C:TS]

[1]The Ferguson amendment would have supplied funds for the care of seedlings already planted until they could be distributed to the Shelterbelt farmers. On the day he introduced the amendment, Feb. 27, 1936, Representative Ferguson (Okla.) telephoned the White House and asked for the President's help in "pushing it through." He pointed out that unless funds were provided some sixty million seedlings would be wasted (Kannee to McIntyre, Feb. 27, 1936, OF I—C). The amendment was, however, at once attacked by Representative Tarver (Ga.) of the House Appropriations Subcommittee which had considered the Shelterbelt bill. Tarver said that, "The full committee . . . was unanimously in accord with the conclusion of the subcommittee, and not one single voice was raised in favor of making the shelterbelt appropriation." The appropriation of the amount proposed would be "absolutely futile"; the Shelterbelt agency should use funds still available to it for liquidation of the project. Johnson (Okla.) said that he would be willing to provide for the general distribution of the trees but not for the Ferguson amendment proposal that they be planted in the Shelterbelt. Thurston (Iowa) called the Shelterbelt "one of the most ridiculous and silly proposals that was ever submitted to the American people." Michener (Mich.) also attacked the amendment and it was defeated 81 to 35 *(Cong. Rec.,* 74th Cong., 2d sess., 80:3, 2941-2944).

478 STATEMENT BY ROOSEVELT ON NORRIS DAM

[WASHINGTON] *March 4, 1936*

I hope as many people as can will go to see the Norris Dam, in eastern Tennessee. It exemplifies great engineering skill, high construction efficiency and above all it is the key to the carefully worked out control of a great river and its watershed spread over parts of seven states.

The Norris Dam is a practical symbol of better life and greater opportunity for millions of citizens of our country.

The Nation has come to realize that national resources must not be wasted and the Norris Dam is evidence that our program for conservation of these resources is going forward.[1]

[13:OF 42:CT]

[1]This statement was issued as a press release on March 4, 1936, on the occasion of the beginning of operation of Norris Dam. At 2 P. M. on this day the President pressed a key in the White House which closed the gates of the dam.

479 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *March 13, 1936*

DEAR MR. PRESIDENT: Your note of February 18 asks about certain stands of sugar pine still in private ownership near Yosemite National Park.

This is, as you know, a matter of long standing. It has to do, for example, with S. 4472 of the 72nd, S. 19 of the 73rd, and S. 615 of the 74th Congress. This Department has reported unfavorably on these bills and the Bureau of the Budget advised, on March 4, 1935, that expenditures involved under S. 615 "would not be in accord with the financial program of the President."

The purpose of this latter bill is to enable the Federal Government to acquire title by exchange of National Forest stumpage and otherwise to about 8,438 acres of fine timberland now in private ownership adjoining Yosemite Park in order that they, together with about 1,000 acres of intermingled National Forest lands, may be added to and made a part of that Park. Without going into details, which are set forth in the attached copy of Mr. Silcox's memorandum of January 30, 1935, to me,[1] reasons behind this Department's adverse report to the Senate Committee on Public Lands are:

1. That though beautiful, this timber is not unique. It is not essentially better or more valuable, for example, than that on some 15,000 acres which, purchased during the last five years by John D. Rockefeller, Jr., and the United States (on a 50-50 basis) for $3,419,000, is now a part of Yosemite National Park.

2. That the 8,438 acre tract is not a good buy under the terms proposed. Values allowed for the 15,000 acre tract just mentioned were considerably in excess of actual conversion values as estimated by the Forest Service. Values as defined for the 8,438 acre tract, some of the owners of which are understood to have been vendors of the 15,000 acres already bought, are even higher than they were for this larger tract which is now a part of the Park.

3. That if acquisition of additional privately owned timber is needed to preserve stands of this character, public needs might better be served by acquiring a tract in another part of the State, rather than in immediate proximity to the large acreage of the same forest type already in Yosemite and dedicated to Park purposes.

4. That acquisition by exchange of National Forest stumpage should, in all fairness, provide reimbursement to counties, in lieu of the 25 plus 10% of receipts, for the National Forest stumpage used in the exchange. Such reimbursement can be afforded by legislation such as that provided by S. 615, which, however, would require an additional outlay of some $700,000 to safeguard county interests. This would increase the total purchase price from $2,000,000 to $2,700,000. This bill has not been enacted by any of the three Congresses to which it has been presented although if it were enacted the Department of Agriculture would,

of course, cooperatively carry out its provisions.

It seems entirely probable that this 8,438 acre tract can later be acquired by the United States at a figure more truly representing its estimated real value. There seems no need for precipitate action. Unless it has been misinterpreted, the attitude of the Department of the Interior has been that, while recognizing the desirability of ultimately adding this area to the Park, that Department has not strongly advocated the additions at the present asking price and terms.

Under such circumstances no special legislation with respect to this tract is recommended.

Sincerely,

H. A. WALLACE

[13:OF 149:TS]

[1]Silcox's memorandum is adequately summarized by Wallace and has therefore not been printed.

480 ROOSEVELT TO ANTHONY J. DIMOND, DELEGATE FROM ALASKA

WASHINGTON, *March 18, 1936*

MY DEAR MR. DIMOND: I have given considerable thought to your letter of February 21, concerning the Glacier Bay National Monument.

The Act of June 8, 1906, under which the Monument was established, apparently contemplates that such reservations shall be free of the acquisition of claims or their disposition under the public land laws, except bona fide claims initiated prior to the establishment of the reservation.[1] It also appears that Congress has excluded the national parks and monuments from the operation of the Mineral Leasing Act.[2] Therefore, in order that mining claims may be located within this reservation, it would appear to be necessary to have Congressional legislation.

The action which you propose would have far reaching implications with respect to the integrity of our National Park System and should, therefore, be fully justified by unquestionable evidence. The area was open to prospecting until 1925 without valuable minerals being found in sufficient quantities and under conditions economically justifying important mining developments. In the absence of more specific information as to the potential mineral resources of the area, it would appear inadvisable to take any action that might adversely affect the major object and best utilization of this area for the purposes for which it was set aside as a national monument. Therefore, until an investigation of the presence, distribution, and extent of possible mineral areas in the Monument has been made by the Geological Survey, and the results made available for study in relation to the other factors involved, I should hesitate to consider favorably the bill you have introduced into Congress to permit unrestricted prospecting in Glacier Bay National Monument.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 928:CT]

1

Act for the Preservation of American Antiquities (34 *Stat.* 225).

[2]Death Valley National Monument in California and Mount McKinley National Park in Alaska.

[3](Drafted by the Interior Department.) Dimond's bill, H. R. 9275, was introduced Jan. 3, 1936; see *post*, 503.

481 STATEMENT BY ROOSEVELT ON THE SOIL CONSERVATION PROGRAM

[WASHINGTON] *March 19, 1936*

Three weeks ago, when I signed the Soil Conservation and Domestic Allotment Act, I said that this administration had not abandoned and would not abandon the goal of equality for agriculture.[1] I pointed out that although the act is addressed primarily to the serious and long neglected problem of soil conservation, the reestablishment and maintenance of farm income was also a major objective.

Today, as a national soil conservation program is being launched in accordance with the Act by the Agricultural Adjustment Administration, the need for protecting not only the soil but also farm prices and income appears even greater than when the act was adopted.

This fact has been made evident by the reports of farmers' intentions to plant compiled by the Department of Agriculture. These reports, announced a few days ago, showed that farmers were planning an increase of 19 per cent in their acreage of spring wheat, 6 per cent in their acreage of corn, 11 per cent in rice, 9 per cent in tobacco, and 8 per cent in peanuts. These reports are not compiled for cotton, but unofficial reports circulated in the trade and recorded in the press have indicated an increase of around 15 per cent in cotton acreage.

In conformance with the Supreme Court's decision, the farmers' production control programs have been stopped, but their chronic surplus problem goes on. Export markets for wheat, pork, and tobacco, lost following the enactment of Smoot-Hawley Tariff of 1930, have only in small part been regained. The huge carryover of cotton which was accumulated during the years leading up to 1933 has not yet been reduced to normal. Although reduction has progressed well for three years, the carryover is still probably twice as big as it ought to be for the maintenance of a reasonable price in the future.

Although the production control programs have been stopped, farmers are not entirely at the mercy of unbridled competition with their fellow producers, as they were in the years preceding 1933. The new farm act provides for financial assistance by the government to those farmers who, heeding the warnings contained in the intentions-to-plant reports, wish to shift from the production of unneeded surpluses of soil-depleting crops to the production of needed soil-building crops.

I believe that farmers will find the new program is in the national interest, and in their own individual interest, too. Every farmer takes pride in the productivity of his soil. Every farmer wants to hand on his farm to his children in better shape than he found it. The conservation payments offered by the government in accordance with the act will help him to do this.

If farmers for any reason should fail to take advantage of the new act, and especially if they should carry out their intentions as indicated in the Department of Agriculture reports, the consequent excessive production of such cash crops as cotton and wheat and tobacco might result once more in the wrecking of their prices and the mining of their soil. But if the farmers, in operating the soil conservation program, display the same energy and cooperative spirit which they showed in making the production control programs work, they will go far to protect both their soil and their income. This is an appeal to all farmers to cooperate for their

own and the national good to help in preventing excessive production.

Congress has gone as far as it could within judicial limitations to enable farmers to keep the gains they have made in the last three years and to permit their buying power to continue the powerful upward lift it has given to national recovery.

I hope that farmers will not complete their plans for this year's crops until they have had opportunity to study the new act and that all those to whom it offers advantages may cooperate in the program now being launched.[2]

[W. H. PRESS RELEASES:M]

[1]March 1, 1936, *ante*, 476.

[2]See note accompanying this statement as printed in Rosenman (ed.), *Public Papers*, V, 135-139.

482 MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT, TO ROOSEVELT

WASHINGTON *[March 19, 1936]*

MEMO FOR THE PRESIDENT: Sec. Wallace called up and said that he is informed the probabilities are that the Shelter Belt million dollar appropriation will be thrown out in conference.

Wants me to call Byrns and Bankhead and also Sen. Russell.[1]

The important thing right now is to call Sen. Russell because the Sub Committee on Agriculture at the present moment is meeting on its final marking up of the bill—that is, putting in the amounts and if not restored at that meeting, there is no use calling the two men in the House. Apparently they will finish their marking up this afternoon. If the President still has the same interest he had when we were in the other day, he would want the Shelter Belt thing restored in the Senate.[2]

MHM

[Notation: A: FDR] OK

[13:OF I—C:T]

[1]Rep. Joseph W. Byrns (Tenn.) and Senators John H. Bankhead (Ala.) and Richard B. Russell (Ga.).

[2]An accompanying memorandum, Roosevelt to Wallace, March 19, 1936, reads: "Please see Senator Russell about this. I have not had an opportunity."

483 ROOSEVELT TO SENATOR ELBERT D. THOMAS OF UTAH

[WASHINGTON] *March 20, 1936*

MY DEAR ELBERT: When I get back I want to talk with you about the CCC camps. I, too, believe that they must be a permanent institution. On the other hand, from the point of view of Treasury payments on a per capita basis, they are certainly not the most economical form of relief. I wish you would be thinking over how it would be possible to fill their ranks if we

do not confine them to boys from relief families. The enrolment cannot be made Civil Service nor can it be made political. I should like to have your views on my return.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 1454:CT]

[1]This was in reply to Thomas' letter of March 18, 1936 (PPF 1454). Referring to the Civilian Conservation Corps in a letter to Governor McNutt of Indiana, March 4, 1936 (OF 268), Roosevelt said that "it should be kept in mind that this was an emergency activity and, at the beginning at least, was not expected to continue permanently in operation.

484 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *March 21, 1936*

DEAR MR. PRESIDENT: As a result of the present floods, there will be presented to you many programs for relief of suffering communities and for future control of floods. May I suggest this as a most opportune time for consideration of a program of flood prevention, through the restoration of an adequate forest cover on the lands on which destructive floods most frequently originate. All of the preliminary requirements of such a program have been accomplished; were funds available the program promptly could be placed in operation within eighty separate areas distributed throughout twenty-seven of the States east of the Rockies and situated upon the watersheds of many of the most important streams. Such a program would have both immediate and future potentialities of relief; immediate in the sense that it would make available to land owners within afflicted regions funds with which to meet pressing needs, and would increase opportunities for employment; future in the sense that it would minimize the recurrence of floods, and would meet ultimate requirements of national welfare in numerous other ways.

Enclosed is a memorandum I have just received from the Acting Chief of the Forest Service of this Department, which touches on the possibilities of the situation in some detail. The views expressed therein have my concurrence and approval. The use of $75,000,000 to $100,000,000 for the purposes given in the memorandum would be practical and effective. This Department willingly would undertake responsibility for formulating and submitting to the National Forest Reservation Commission specific programs of land purchase conforming to the requirements of the situation, and for carrying out the work in research, improvement and administration essential to full realization of the objective of flood prevention.

Very sincerely yours,

H. A. WALLACE

[Notation: A: FDR] File

[13:OF I—C:TS]

485 *[Enclosure]* EARLE H. CLAPP, ACTING CHIEF, FOREST SERVICE, TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

Flood Prevention Through Federal Forest Land Acquisition and Management

The tremendous flood damage of the past few days has created a problem truly national in all of its aspects. The whole nation must share the losses which have resulted, and the costs of relief. The loss of life is a cause for national mourning.

All agencies agree that forest denudation has been a prime factor in the destructive flood stages which our rivers have attained, or will attain within the next few days. Forest restoration therefore becomes a major feature of any program of flood prevention which may deserve consideration by the President and the Congress.

The Forest Service of the U. S. Department of Agriculture has an established plan of forest restoration in readiness for immediate application. Were funds available the initial processes of that program could be placed in immediate operation. The first requirement is to place under public control the forest lands which by reason of the depletion of their protective forest cover contribute so largely to the destructive high water levels of the streams which drain such forest lands. Plans for such a program of forest-land acquisition are now in such form that the only requirement is of funds with which to carry them into execution. The States concerned have consented to Federal acquisition of the lands, the boundaries of areas suitable for Federal management have been defined, the owners of the lands have been contacted, equitable standards of valuation have been worked out, local administrative organizations have been established, and in many of the units part of the land has already been acquired by the Government.

In New England, in Maine, New Hampshire and Vermont, on the watersheds of the Penobscot, Merrimac, Saco, Androscoggin and Connecticut, three National Forest units have been established and within them the Government has acquired or is in process of acquiring 872,700 acres. To make them fully effective, need exists for the further acquisition of 1,115,500 acres, at an estimated cost of $7,000,000.

From the Appalachian uplift flow many of the streams now most destructive of life and property values, such as the north fork of the Allegheny, Monongahela, Tennessee, Potomac, and numerous major streams draining into the Gulf. Within this region there are now ten National Forest units, where Uncle Sam owns or is acquiring 4,819,973 acres, but where he will have to buy an additional 6,660,000 acres at an approximate cost of $28,500,000, before he really can meet the situation with full effectiveness.

Another acute situation is presented by the Central Mississippi States, including the Ozark region of Arkansas and Missouri, where the Ohio, the Mississippi itself, the Arkansas, Ouachita, Red, White, and other rivers constantly carry the menace of destructive floods. In Arkansas, Oklahoma, Missouri, Illinois, Indiana, Ohio and Iowa, there exist today twenty-five National Forest units, in which the United States has established or is establishing ownership in 3,223,334 acres, but where it will be necessary to acquire by purchase 6,000,000 acres more at a cost of about $32,000,000.

In the upper Mississippi and Lake States region, Michigan, Wisconsin, Minnesota and North Dakota are other large areas of forest, now largely denuded, from which flow the waters that contribute to unparalleled floods, particularly the streams draining into the Mississippi. Within this territory there today exist sixteen national-forest areas, where the Federal Government now controls 5,078,485 acres, but where its control will not fully meet all requirements until it has acquired additionally about 4,000,000 acres costing approximately $21,000,000.

The foregoing represent the regions which in largest measure originate or contribute to destructive floods. But large flood damage sometimes locally originates in regions such as the southern pine States, ranging along the south Atlantic and Gulf from North Carolina to

Texas; and in the Piedmont region of the Carolinas and Georgia. Within the southern pine States there are now twenty-three National Forest units, with 3,635,835 acres under Federal control but so distributed as to require the further purchase of 4,112,000 acres at perhaps $15,000,000.

In the Piedmont there are three units in which the Government has only made a start of 210,000 acres. To complete those units 732,000 acres must be purchased at around $3,500,000.

Western rivers also attain destructive flood proportions, and while the United States owns much of the lands on the headwaters of those streams it does not own enough to fully meet all requirements of flood reduction. The report of the National Resources Committee, published last year, shows in detail the full requirements of forest-land ownership, and thus affords at least tentatively a picture of what the nation must do to acquire forest lands and restore them to productivity before it has reasonable assurance that the menace of destructive floods is held to the practicable minimum. Briefly, the requirements are as follows:

Region	Lands which U. S. should acquire (1,000 acres)	Estimated Average total cost (In $1,000)	
New England	875	$8.20	$7,175.00
Middle Atlantic	203	4.50	914.00
Lake States	9,243	3.00	27,729.00
Central States	21,169	6.00	127,014.00
Southern States	49,621	4.50	223,294.00
Pacific Coast	22,106	20.00	442,120.00
Northern Rocky Mtn	4,329	7.50	32,468.00
Southern Rocky Mtn	10,485	5.00	57,425.00
Totals	118,031	7.78	918,139.00
Total Eastern U. S	81,111	4.08	386,126.00
Total Western U. S	36,920	14.31	532,013.00

The higher cost of the suggested western States program is due to the belief that purchase of heavily stocked timber lands, so as to safeguard them from the destructive exploitation that is occurring to escape carrying charges, will stabilize forest production and management throughout the entire country, and will guarantee essential reserves of merchantable timber for the nation.

If it were practicable to make $75,000,000 to $100,000,000 available for immediate expenditure and until expended in the acquisition of the lands, the conduct of the scientific studies essential to their optimum management, and the physical improvements requisite to their protection and administration, a constructive program of Federal action in flood prevention could be put in motion almost overnight. Such a program would contribute in large measure to relief of the present emergency, by permitting many landowners to liquidate their holdings and employ the funds to rebuild their damaged enterprises; by affording enlarged fields for employment relief of permanent value and ultimate self-liquidation; and

by guaranteeing stability of economic life to many communities otherwise uncertain as to their economic future.

The program also would contribute in a large way to a long established national policy and plan of forest conservation.

EARLE H. CLAPP

[13:OF I—C:TS]

486 ROOSEVELT TO ROBERT FECHNER, DIRECTOR, EMERGENCY CONSERVATION WORK

[WASHINGTON] *Mar. 23, 1936*

MY DEAR MR. FECHNER: In reviewing the Emergency Conservation Work program for the period ending March 31, 1937, at which date the emergency conservation work will terminate according to existing law, I have determined that the present number of Civilian Conservation Corps camps shall be maintained unless such camps are reduced as a result of the completion of the work now being performed by the enrollees of any such camps, or the reduction through discharges, separations, or other causes in the number of enrollees to approximately 163 in any one camp.

I have also determined that the total number of enrollees for the Civilian Conservation Corps should be gradually reduced to about 350,000 and this number maintained through March 31, 1937.

It is appreciated that no hard and fast rule can be laid down. You are therefore authorized to take such measures as may be necessary to carry out this general program as nearly as may be practicable.

Additional funds not to exceed $6,825,000 will be allotted to you as and when needed from the appropriation contained in the Emergency Relief Appropriation Act of 1935 for the balance of this fiscal year, and steps will be taken to secure the necessary funds for the fiscal year 1937.[1]

Very truly yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] DWB[2]

[13:OF 268:CT]

[1]Fechner replied March 24, 1936 (OF 268), that he and Chairman James Buchanan of the House Appropriations Committee understood the President's letter to mean that the camps were to be closed and the companies disbanded as soon as a camp completed its work project, but that the House Democratic Steering Committee was insisting that it was intended to maintain the existing 2158 companies throughout the period April 1, 1936—March 31, 1937.

[2]Acting Budget Director Daniel W. Bell, in whose agency this letter was drafted.

487 ROOSEVELT TO STEPHEN T. EARLY, ASSISTANT SECRETARY TO THE PRESIDENT

U. S. S. "DICKERSON" *[March 27, 1936]*[1]

[Radiogram] For Secretary Early, for Secretary Agriculture and Administrator Cooke. Please tell Vice President, Speaker and Senate and House leaders I have no objection to appropriation five million for study flood control but that this only one phase of the subject and that it is inextricably tied in with other projects and cannot be separated from them from the point of view of Federal planning and Congressional appropriations. The preamble and purpose of legislation should include all forms of land misuse covering erosion, reforestation, afforestation, water storage, irrigation and drainage. I suggest the studies be made jointly by Secretary of War and Agriculture and that National Resources Committee, Rural Resettlement Administration, Rural Electrification Administration and Federal Power Commission be called in to cooperate in the study and in preparation of the report.

ROOSEVELT

[13:OF 200:T]

[1]From March 23 to April 8 Roosevelt was vacationing on the Presidential yacht *Potomac* in Florida and Bahaman waters. Communications were handled aboard the *Dickerson.* The date of this radiogram is derived from Early's memorandum to Charles West, March 27, 1936 (OF 200), enclosing a copy that he had just received.

488 ROOSEVELT TO THE SECRETARIES OF WAR, INTERIOR AND AGRICULTURE

U. S. S. "DICKERSON," *March 29, 1936*

[Radiogram] . . . Because the National Resources Committee includes representatives of all necessary agencies it occurs to me on further consideration that this committee could well be the primary agent in correlating the flood investigation work. Please consider this together and take up with the Congress.

[FRANKLIN D. ROOSEVELT]

[13:OF 200:CT]

489 WILSON BROWN, NAVAL AIDE TO THE PRESIDENT, TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

U. S. S. "DICKERSON," *1936 Mar 29*

[Radiogram] FOR SECRETARY MCINTYRE FOR ACTION; FOR SECRETARY EARLY FOR INFORMATION FROM THE PRESIDENT, "DICKERSON": Tell Fechner his and Buchanan's interpretation is correct. Any camp falling below one six three must be closed. If work at that place is not completed it will be reopened at some later time in order to finish work. If a camp completes its work company will be disbanded and distributed to other camps.[1]

[WILSON BROWN]

[13:OF 268:T]

490 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *1936 Apr. 8*

[Telegram] Your personal interest undoubtedly responsible for the Senate restoration in agricultural supply bill of shelterbelt appropriation recommended in Budget. Conferees may begin consideration of bill by Thursday. House opposition so determined that Congressional contacts express belief shelterbelt item can be saved only by an appropriate further expression your interest which should reach House conferees Cannon, Buchanan, Tarver, Umstead and Thom[1] in addition to House leaders, and also reach Senator Russell.[2] To insure effectiveness action should be taken by Thursday.[3]

H. A. WALLACE

[13:OF I—C:T]

[1]Members of the House Appropriations Committee: Clarence Cannon (Mo.), James P. Buchanan (Texas), Malcolm C. Tarver (Ga.), William B. Umstead (N. C.), William R. Thom (Ohio).

[2]Richard B. Russell, Jr. (Ga.).

[3]An accompanying White House memorandum, April 8, 1936, unsigned, reads: "MHM to telephone first thing when we get to Warm Springs tomorrow and talk with Buchanan about this Shelter Belt appropriation and tell him that the President thinks tremendously important and hopes that the House will go along with the Senate."

491 MEMORANDUM BY MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WARM SPRINGS, GA. *[April 9, 1936]*

Congr. Buchanan said he was not on the sub-committee;[1] that the Sub-Committee members did not seem to think it practicable but that before the conference, he would look into the testimony and make a personal investigation and do what he could.

I told him that if this investigation did not convince him that I would like very much to have him talk with the President before they decide to throw it out.

MHM

[Notation: A] Taken c/o by phone

[13:OF I—C:T]

[1]See above.

492 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *April 13, 1936*

MY DEAR MR. PRESIDENT: After consideration of problems of floods and flood control in relation to the current study of major drainage basins undertaken with your approval, the National Resources Committee at its meeting on April 1 I approved, with the dissent of the Secretary of War, the attached memorandum of the Advisory Committee and the Water

Resources Committee.[1]

The memorandum requests that the National Resources Committee be designated "as a clearing house of information on flood studies" through the issuance of an Executive Order or memorandum. I am presenting herewith a draft of such a memorandum which, if you approve, would cover this situation. Upon your approval of the proposed memorandum and signature, we shall be glad to have the memorandum photostated and circulated to those concerned. Our Water Committee is a suitable agency to provide coordination of flood studies *since its membership includes not only representatives from the War, Interior and Agriculture Departments, but also*[2] members from other government agencies concerned and well known engineers in private practice. We believe that the public interest justifies contact through the engineering profession.

The National Resources Committee also approved the recommendation of its Advisory Committee for "allocation of additional funds to the National Resources Committee for proposed flood investigations to be conducted by the Water Committee, utilizing appropriate bureaus of the Federal or State Governments." Studies estimated to cost upwards of $500,000 are listed in the memorandum of the Water Committee. Projects for new studies of the effect on floods of afforestation, reforestation, soil erosion, water storage, irrigation and drainage works are proposed without estimates of cost, as well as an analysis of the principles involved in flood protection economics. It is respectfully suggested that appropriations or allocations of funds for such studies be made through the National Resources Committee in order to assure co-ordination and to prevent duplication or overlapping.

Sincerely yours,

[HAROLD L. ICKES]

[Notation: T] Chas W. Eliot md

[13:OF 1092:CT]

[1]Not present. That part of the memorandum dealing with the clearing of flood control information through the National Resources Committee was issued as a Budget Bureau circular; see *post,* 502.

[2]Words in italics are underscored in the original.

493 SPEECH BY ROOSEVELT AT THE DEDICATION OF THE NEW INTERIOR BUILDING, Washington, April 16, 1936

[Excerpt] I think that every American who loves his country ought to take to heart the earnest and sensible plea of the Secretary of the Interior for a vigorous, continuing national policy of conservation. As for myself, I am dedicated to the cause. And the Department of the Interior, as now constituted, is fully alive to the imperative necessity of protecting and preserving all of our natural resources.

A Nation less bountifully endowed than ours without a national policy of conservation would have ceased to exist a long time ago. The remarkable thing was that the people of the United States were so complacent for so long in the face of exploitation and waste and mismanagement, yes, and even larceny of the national wealth that belongs to all the people.

But not everybody remained insensible to what was happening. On occasion there came as cries from the wilderness warnings against the ravaging of our forests, the waste of our top

soil and our water supplies and the dissipation of our oil reserves and mineral deposits. Theodore Roosevelt, when I was a very young man, rose up and battled against this squandering of our patrimony. He, for the first time, made the people as a whole conscious that the great national domain and the natural resources of the country were the property of the Nation itself and not the property of any class, regardless of its privileged status.

Supported by an awakened country which by now is beginning to realize the truth of the old warnings, we in these later days have devoted our thoughts and energies to the conservation of that God-given wealth. Employing every agency of Government to protect our birthright we have in the past several years made advances far beyond the hopes of earlier day conservationists. But the battle goes on and, as in the case of other battles, it's a battle because there's still a lot of opposition. That battle must be carried forward with renewed vigor if future generations are to receive the full benefits that are their due.[1]

[RL RECORDINGS:52]

[1]The text of this excerpt is that of the radio broadcast transcription; it represents the first quarter of the speech. Roosevelt made a number of departures from his reading copy (Speech File), none of them significant. The entire speech is printed in Rosenman (ed.), *Public Papers*, V, 167-168; this combines elements of the prepared text and the stenographic transcript.

494 ROOSEVELT TO REPRESENTATIVE JOSEPH W. BYRNS OF TEN NESSEE AND TO SENATOR JOSEPH T. ROBINSON OF ARKANSAS

WASHINGTON, *April 20, 1936*

Personal

MEMORANDUM FOR THE SPEAKER, SENATOR ROBINSON: Can you get the National Resources Board bill out and put it through? I think it is very important, in order to stop wild raids for Public Works at the next session.[1]

F.D.R.

[13:OF 1092:CT]

[1]The Copeland National Planning Board Bill (S. 2825), reported by the Senate Commerce Committee on June 27, 1935, and thereafter on the Senate consent calendar, was called up March 26 and May 12, 1936. It was passed over both times because of the objection of Senator King of Utah *(Cong. Rec.,* 74th Cong., 1st sess., 79:9, 10241; 2d sess., 80:4, 4389; 80:7, 7051). Writing to Delano on March 19, 1936, Charles W. Eliot, executive officer of the National Resources Committee, said that everything he heard from the Hill indicated that "a whisper from The President to either Speaker Byrns or Senator Robinson would put the bill through" (OF 1092).

495 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *Apr. 23, 1936*

MEMORANDUM FOR THE PRESIDENT: The Secretary of the Interior has presented, for advice as to its relation to your program, a proposed report on S. 2972, to extend the boundaries of the Grand Teton National Park of Wyoming and to create the Jackson's Hole National Game Refuge in the State of Wyoming.[1]

The Secretary of Agriculture was advised on July 3, 1935 that this bill would not be in conflict with your financial program provided that there be eliminated those sections of the bill providing compensation in lieu of taxes to the County of Teton over a twenty-year period and authorizing an appropriation of $350,000 for the acquisition of lands for the establishment of the Jackson's Hole National Game Refuge. (This appropriation authorization was considered unnecessary in view of the June 15, 1935 appropriation of $6,000,000 for the purchase of lands to be provided for the restoration, rehabilitation, and protection of migratory waterfowl and other wild life.)

The proposed report of the Secretary of the Interior recommends enactment of the bill provided it be amended as recommended in that report. The major amendments recommended in the report are:

(1) Elimination of the authorization of $350,000 for acquisition of land for the Jackson's Hole National Game Refuge. (This land has been or is being acquired from the appropriation of $6,000,000 referred to above.)

(2) Addition of 70,000 acres (to make a total additional park area of 216,000 acres), chiefly of National Forest lands.

(3) A different method of providing compensation in lieu of taxes to the County of Teton.

The proposed report of the Secretary of the Interior was transmitted by this office to the Secretary of Agriculture for the purpose of obtaining the latter's view with respect to these proposed amendments. In reply, the Secretary of Agriculture agrees with amendment No. 1, makes no comment with respect to amendment No. 3, and is opposed to amendment No. 2. The Secretary's reply is devoted almost exclusively to the argument that the purpose sought to be accomplished by the addition of National Forest lands can be equally well or better accomplished by retaining such lands in their present status.

The question of whether these National Forest lands should be given a park status or be retained in National Forest status is not so important to me as is the question of providing compensation to the County of Teton in lieu of taxes. The bill provides for a direct payment of not to exceed $25,000 annually for ten years, with decreasing annual payments which would terminate at the end of another ten-year period. The proposed amendment, while not providing for a direct payment from the Treasury in lieu of taxes, accomplishes the same purpose by providing that receipts from leases, privileges, and permits shall not come into the Treasury but be paid direct to the County of Teton, in the amount of not less than $12,000 for each of the first five years, and of not to exceed $16,000 for each year thereafter. Under the bill payments in lieu of taxes would cease at the end of twenty years; under the proposed amended form of the bill annual payments of not to exceed $16,000 would, at the end of a five-year period, run indefinitely.

The reason for the tax provision in the bill lies in the expectation that Mr. Rockefeller will donate to the park a large acreage of lands which would then pass from the realm of county taxation—in a county already hard put to meet expenditure needs.

This general problem of compensation to states, counties, and municipalities in lieu of taxes on lands which have been and are being acquired by the Federal Government, is now being made, as you know, the subject of a special study by this office.

In view of the contrary views of the Departments of Agriculture and Interior with respect to the proposed addition to the park of National Forest land, and, in particular, of the fact that a general tax study is now under way, I think that this proposed legislation might well go over to the next session of Congress, and that I should be authorized to advise the Secretaries of

Agriculture and Interior to that effect.

D. W. BELL

[Notation: AS] D.W.B. OK FDR

[13:OF 79:TS]

[1]This bill was introduced June 3, 1935, by Senators Carey and O'Mahoney of Wyoming. It was referred to the Senate Committee on Public Lands and Surveys but was not reported and no further action was taken *(Cong. Rec.,* 74th Cong., 1st sess., 79:8, 8486).

496 ROOSEVELT TO C. R. D. MEIER, INTERNATIONAL PAPER COMPANY, New York City

[WASHINGTON] *April 24, 1936*

DEAR CLEM: I am glad you are still interested in the work of the Civilian Conservation Corps. I well remember your writing me after the election in November, 1932, in regard to the thought of an "industrial army" which would do similar work.[1] During that campaign I stressed the same thought in regard to reforestation, afforestation and soil erosion.

The objectives of the plans were essentially similar and I believe that the results that have been obtained have been of enormous benefit to the country.

Probably the work of the CCC will continue permanently—to a less degree in boom times and to a greater degree when the number of unemployed increases.

I hope one of these days to see you again.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:PPF 2265:CT]

[1]With this letter is a copy of one from Meier to Senator Robert Bulkley of Ohio, May 13, 1935, enclosing copies of his (Meier's) letters to Roosevelt and Secretary of Labor Frances Perkins of Nov. 17 and Dec. 10, 1932, respectively, in which he outlined his plan for an industrial army to be recruited from the unemployed. Meier asked Bulkley to get the President to acknowledge receipt of his 1935 letter.

497 PRESS CONFERENCE, Executive Offices of the White House, April 28, 1936, 4:15 P.M.

[Excerpt] The President: . . . I think there is a tendency perhaps in the Senate Bill[1] to think of flood control in terms of what might be called "Army engineering," which means that you think of flood waters control as the building of sluiceways all the way down the rivers. Well, if you build a high enough wall on each side of the sluiceway, obviously the surrounding country is saved from floods but, at the same time, there is damage going on up in the headwaters above that sluiceway and millions of dollars of soil is being carried down through the sluiceway to the ocean. Therefore, you cannot think of it merely from the point of view of saving the cities and communities on the banks of the river from flood waters. You have got to think of it also from the point of view of the damage to the farmer's field up in the creek.

There are some very interesting figures which you people can dig out. I think the Department of Agriculture has them. I might tell you where most of the tests were made; they were made up at Cornell. I cannot give them to you and you cannot use these figures because they are not accurate, only approximately correct.

What they did there was to take a field and a piece of woods right next to that field. The two of them were on exactly the same slope and right side by side, with the same soil, the same slope, and the same run-off.

If, let us say, an inch of rain fell simultaneously on the woods and on the field, seven-eighths of that inch of rain that fell on the field ran off into the creek within an hour. In the case of the woods, next door, seven-eighths of that inch of rain stayed in the woods and only one-eighth ran off into the creek.

They have got some very interesting figures and if any of you are interested in getting the story out on it, it would be of very great value. In other words, they have definitely proven two things: The first is that a plowed field, a cultivated field, furnishes the greatest immediate run-off. Next, the pasture or field with grass on it holds two or three times as much moisture as the plowed field does. Third, the woods hold seven or eight times as much moisture as the field does and at least twice as much as the pasture does.

Now, on the whole question of flood control, you cannot think of it in terms of a sluiceway. You have to go back and stop the waters from running off at the headwaters of every stream.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]H. R. 8455, redrafted by the Senate Commerce Committee and reported on April 27, 1936. See below.

498 FREDERIC A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE, TO HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE

WASHINGTON, *April 30, 1936*

Personal

MEMORANDUM FOR SECRETARY ICKES: I hand you herewith four memoranda which I have marked for convenience in the right hand corner (1), (2), (3), and (4).[1]

The first is criticism by Elliot, Wolman and others of the Water Resources Committee of the Copeland Bill. The second concerns alter native possibilities in dealing with it. The third is a possible way of amending the Copeland Bill which will improve it but not be entirely satisfactory.[2] The fourth is a substitute Joint Resolution for the Copeland Bill.[3]

I am going to be in session in the Park and Planning Commission[4] today until half past three. Could I see you about four o'clock? I have a dinner at which I am presiding this evening and haven't much time.

I may add that I think the Copeland Bill is very bad, and that almost everything the Resources Committee has done would be wrecked if it passes. I realize that if I should go to The President with this matter, even with your approval, I perhaps very properly would incur the hostility of the rest of the Resources Committee. So the matter is very serious.

[13:OF 1092:TS]

[1]Memoranda (1) and (2) are printed below; (3) and (4) are described.

[2]Section 1 of the Copeland Flood Control Bill as it was here proposed to be amended was a declaration of policy; it declared flood control to be a Federal problem and listed in detail the specific remedial measures (control of grazing, reforestation, etc.) which the Federal Government might properly undertake in a watershed. Section 2 authorized the carrying out of water conservation and control investigations by agencies other than the War Department, and section 6 provided for the participation of agencies other than the War Department in surveys of the specific watersheds covered by the bill. Section 9 allotted $5,000,000 of the total authorization of the bill to the President for allocation to such agencies of the Government as he might designate.

[3]Section 1 of this proposed joint resolution was the same as section 1 of the proposed amended bill described in the preceding note. Section 2 authorized the President to designate an agency to act in an advisory capacity in coordinating land-water use and control studies authorized either by him or Congress, and section 4 authorized an unstated amount for the use of the President in carrying out drainage surveys.

[4]National Capital Park and Planning Commission.

499 *[Enclosure 1]* CHARLES W. ELIOT, EXECUTIVE OFFICER, NATIONAL RESOURCES COMMITTEE, TO FREDERIC A. DELANO

WASHINGTON, *April 29, 1936*

MEMORANDUM FOR MR. DELANO: In accordance with your request, the representatives of the Forest Service and the Soil Conservation Service met with the Chairman of our Water Resources Committee, Mr. Wolman, and with me this morning, and agreed on desirable changes in wording in the Copeland Flood Control Bill, H. R. 8455, as shown in the attached "draft amendments."

Mr. Wolman and I wish to call your attention to the fact that these amendments cover only those questions of cooperation among Federal agencies for investigation and surveys. The remaining sections of the proposed bill are open to very serious questions from the point of view of the previous activities and interest of the National Resources Committee.

Section 3 sets forth a division of costs for flood control projects which does not conform to the recommendations of the Mississippi Valley Committee and the National Resources Board. It establishes for the first time a basic philosophy of distribution of costs as between Federal and State units without the amount of prior consideration which this problem deserves.

Section 4 provides for consent by Congress to certain interstate compacts but ties these compacts directly to approval by the Secretary of War. In effect, it approves contracts for the specific "pork barrel" projects listed in the bill, but even then only when all funds collected under such compacts are expended through the Secretary of War. This limitation on the consent of Congress to compacts and the intrusion of the War Department into the picture seems likely to set a dangerous precedent for other types of interstate cooperation.

Section 5 includes a great number of undertakings in areas which are under study by a number of Federal agencies and the conclusions of which will not be available for some months. It anticipates conclusions and may be in many instances in conflict therewith.

Section 7 deals with investigations of certain hydro-electric projects where you will be

surprised to note the inclusion of the Savannah River-Clark's Hill proposal, the Grand-Neosho, which was investigated by the Water Section last year, and your old friend, the Denison Dam.[1] Here again questions of relations to other interested Federal agencies are not faced in the present draft of the bill.

In the summary, I think your advisers are all agreed that the bill is thoroughly "rotten."

We are also submitting a draft Joint Resolution which we believe should be substituted for the bill. The wording of this Joint Resolution was agreed to by Silcox and Bennett this morning. They, however, wish you to call the attention of the President to the possible danger of introducing this draft resolution as giving an "out" to the Copeland Committee and Army group to press their present bill without the amendments which we all agree are needed. It is our hope that you can get some action from the White House to secure support for the Joint Resolution quite regardless of what happens to the Flood Control Bill.

CHARLES W. ELIOT

[13:OF 1092:TS]

[1]Respectively, the Clark Hill project on the Savannah River near Augusta, Georgia; the Grand River project in northeastern Oklahoma; and the Red River project near Denison, Texas.

500 *[Enclosure 2]* CHARLES W. ELIOT TO FREDERIC A. DELANO

WASHINGTON, *April 29, 1936*

MEMORANDUM FOR MR. DELANO:

Flood Study Situation

I have been over the various possibilities for next steps in the flood study situation and have lined up something as follows:

1. Issuance of the Executive Memorandum requested by the National Resources Committee.

2. Pressure from the White House to secure passage of National Resources Board bill.

3. Amendment of Copeland Flood Bill *or Substitute. Alternative A.*

4. New Joint Resolution. *Alternative B.*[1]

The situation in the case of each of these possibilities is roughly:

1. Proposed Executive Memorandum: I have chased it through the Budget and it is beyond my reach. If action is to be secured, I would suggest an appeal to Secretary Ickes asking him to check with McIntyre or Forster, and asking Burlew to check with Mr. Keen of the Budget where the Memorandum was last reported as on the way back to The President.

2. Resources Board Bill: As you know, I have never agreed with you that we should not use pressure from the White House to get the bill passed. Here is Copeland, who sponsored our bill, also sponsoring the new flood control bill. It seems reasonable to suppose that a word from The President to Vice President Garner and Senator Robinson will clarify the situation. If our bill were passed, then there would be no question of our right, even with the present wording of the flood control bill, to go ahead with coordination of flood studies.

3. Amendment of Flood Control Bill: I have been over the draft amendments submitted by the Department of Agriculture, and believe that with the help of some of the members of our Water Committee this morning, we can arrive at a modification of those amendments to include such participation by all appropriate agencies dealing with water problems in future flood studies. I am wording this re-drafted amendment without specific reference to the N. R. C.

4. New Joint Resolution: A fourth method of handling the matter was suggested in the conference with Bennett yesterday—to let the Copeland Bill go, hoping it would be killed or vetoed, and to push for a concurrent resolution of the House and Senate consisting of three paragraphs—

(1) A statement of policy similar to that drafted by Bennett or Barrows;

(2) Granting authority to The President to designate a new or existing agency for coordination; and

(3) Authorizing and appropriating five million dollars for allocation to appropriate bureaus through such agency as may be designated by The President.

Copies of the revised amendment for the Copeland Bill and of the possible Joint Resolution are attached.

CHARLES W. ELIOT

[13:OF 1092:TS]

[1]The italicized words (in pencil) were apparently added by Delano. See below.

501 ROOSEVELT TO SENATOR JOSEPH T. ROBINSON OF ARKANSAS

[WASHINGTON] *May 1, 1936*

Confidential

MEMORANDUM FOR SENATOR ROBINSON: You spoke to me about the Copeland Flood Control Bill today. I have not finished examining it yet but as far as I have gone I think the Bill is thoroughly unsound.

For example (and these are by no means all the objections):

Section 3, setting forth conditions of cost for flood control projects, does not conform to regulations of Mississippi Valley Commission[1] or National Resources Board. It establishes for the first time a distribution of costs between Federal and State units without any of the prior consideration which this problem deserves.

Section 4 ties interstate compacts to the approval of the Secretary of War, approves contracts for specific projects, some of them "pork barrel" and would expend funds collected under compacts through the Secretary of War. This sets a dangerous precedent for other types of interstate cooperation.

Section 5 includes a great number of undertakings in areas now under study by several Federal agencies and anticipates conclusions, and may be, in many cases, in conflict with other sound conclusions.

Section 7 deals with investigations of certain hydro-electric projects in which questions of relations to other interested Federal agencies are not covered in any adequate way.

It is my best judgment that the Copeland Bill should not be allowed to go through and that in place of it we should all agree on a Joint Resolution which would (a) state policy (b) grant authority to the President to have a joint study made by the interested Departments to coordinate the whole subject and report next January 3 (c) authorize and appropriate $5,000,000 for allocation to the appropriate Bureaus to carry through this study and report.[2]

F.D.R.

[13:OF 132:CT]

[1]Mississippi River Commission is presumably meant.

[2]The Copeland bill originated as H. R. 8455, introduced in the previous session (June 22, 1935) by Representative Wilson (La.). Passed by the House, it was sent to the Senate where it was completely rewritten by the Commerce Committee and reported April 27, 1936. As indicated by the preceding memoranda, the National Resources Committee then offered objections and in consequence certain amendments were made by the Senate committee. In explaining the bill, Senator Copeland (N. Y.) said that there had been conferences of the committee members and the White House:

"The fact has been brought home to those of us who were working on the bill that it is very desirable that not alone should surveys be made of the rivers but also of the watersheds, with a view to the ultimate control and prevention of soil erosion and for the preservation of the forests."

The committee amendments were in the main adopted by the Senate, with the important exception of one, offered by Copeland, that would have created a national resources board. This proposed amendment was essentially the same as the bill (S. 2825) which Copeland's committee (Commerce) had reported in the previous session but which the Senate had not acted upon. Senator O'Mahoney (Wyo.) at once called attention to the fact that the proposal had not been discussed and moved that it be referred to the Committee on Public Lands and Surveys; after some debate this was done *(Cong. Rec.*, 74th Cong., 2d sess., 80:6, 6143-6144; 80:7, 7509-7510, 7573-7601, 7675-7690, 7690-7696, 7696-7710; 80:8, 8636-8642, 8851-8863). The Copeland bill as passed was not satisfactory to the Water Resources Committee of the National Resources Committee; a statement prepared on May 29, 1936, by its subcommittee on flood control, for the Bureau of the Budget, declared that the bill ignored the delicate interrelations among land use and water flow and irrigation, power, pollution control and water supply factors (Arthur Maass, *Muddy Waters,* Cambridge: Harvard University, 1951, pp. 84-86). (Further details on the history of the bill, drawn from National Resources Committee records, may be found in Mr. Maass' book.)

The act as approved June 22, 1936 (49 *Stat.* 1570), is noteworthy, however, in that Congress for the first time recognized the complementary relations between the improvement of waterways and the prevention of erosion on the watersheds. It declared the policy of Congress to be that the improvement of watersheds, and not of waterways alone, was a proper activity of the Federal Government; that Federal investigations of watersheds and soil-erosion prevention on watersheds should be under the direction of the Secretary of Agriculture; and that the President, rather than the Army Engineers, should determine the priority of flood control projects.

502 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

[WASHINGTON] *May 2, 1936*

MEMORANDUM FOR THE PRESIDENT: On April 16, 1936, you referred to me for recommendation a letter from the Chairman of the National Resources Committee, dated April 13, 1936, in which he recommended an allocation of $500,000 to that Committee for flood investigations, and the issuance of an Executive Order or Memorandum designating said Committee a clearing house of information on flood studies.

The proposal to create a special force of thirty-five engineers and thirty-five clerks to carry on studies in addition to those now being carried on by existing agencies appears to be entirely unnecessary. Neither does it appear desirable to have this Committee publish reports based on reports already made by other agencies or based upon articles appearing in newspapers.

A useful purpose can be served by making this Committee a clearing house to which information should be submitted by Federal agencies before undertaking flood investigations. It may be possible in this way to avoid a certain amount of duplication, as has been the case with the Coordinating Committee of the Central Statistical Board. Rather than to issue a formal Executive Order on this subject, it might be preferable to have a Budget Circular issued, approved by you, which would direct the Federal agencies to advise the National Resources Committee of any flood investigation they intend to undertake.

If you agree with the foregoing procedure, I will have such a Circular prepared for your approval.[1]

I am returning herewith the correspondence you sent me, together with a letter I received from the Acting Secretary of War, dated April 24, 1936, to which is attached a copy of a letter from the Secretary of War to the Chairman of the National Resources Committee, dated April 11, 1936, setting forth his views on this subject.[2]

[DANIEL W. BELL]

[Notation: A: LEHAND] DWB OK FDR 5/4/6

[13:OF 1092:CT]

[1]This was issued as Budget Circular 338, May 14, 1936. Agencies proposing to make flood or flood control investigations were directed to inform the National Resources Committee of the nature of the investigation, whether it was required by law, probable number of persons to be employed during the current fiscal year and their salaries, an estimate of the current fiscal year cost and the probable total cost, and an indication of the appropriation from which the expenditures were to be made. (A copy is present with the letter here printed.)

[2]The letter of April 24 is not present. In addition to the letter of April 11, which states the objections of the Secretary of War to the establishment of a permanent national resources board, there is present a letter from Chief of Engineers E. M. Markham to McIntyre, April 23, 1936, explaining the dissent of the Secretary of War from the National Resources Committee plan for the operation of Bonneville Dam.

503 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *May 4, 1936*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I must say I am inclined to agree with Rex Beach in regard to actual mining prospecting on your glaciers in Alaska. It seems to me a refinement of conservation to prevent mining on a glacier. Any scars on the face of nature would be infinitesimal in comparison with the magnitude and grandeur of the National Monument, and, in any event, nature would obliterate mining scars up there in half a generation. To wait until the Bureau makes a complete geological study and report may mean waiting until everybody now alive is dead. The Bureau has no money or plans for such a survey anyway. Let us cut red tape and get the thing started.

F.D.R.

P. S. In regard to the wild life in this Glacier Bay Monument, it is probably true that it will be hard to prevent fish being taken by the miners but as to land game, why not do what the Canadians have done with complete success in several of their National Parks open to miners —forbid any firearms being taken in by miners? If the Canadians can enforce this, why can't we?

[Notation: T] Let. from Rex Beach, Sebring, Fla., 4/28/36, restimulation of mining activity in Alaska; endorses Dimond bill and believes it should be passed this session so that work can commence this summer; Interior opposes.[1]

[13:OF 928:CT]

[1]Beach's letter was sent to Ickes and was not returned to the White House. The Dimond bill to permit prospecting and mining in Glacier Bay National Monument was introduced in the House on Jan. 3, 1936, as H. R. 9275, and was referred to the Committee on Public Lands *(Cong. Rec.,* 74th Cong., 2d sess., 80:1, 32). The committee took no action, apparently owing to objection by the Interior Department. In a letter of June 5, 1936, to the chairman of the House committee, Acting Secretary of Interior Charles West said that if prospecting and mining were to be permitted in the monument the area should be brought under the protection of Interior Department regulations (printed *ibid.,* 80:9, 9864, as part of Senate Report 2408 on the Senate bill). The House bill was redrafted by Interior and introduced in the Senate on June 16 as S. 4784. It was approved by both houses without debate *(ibid.,* 80:9, 9522, 9687, 9863-9864; 80:10, 10192). The act was approved (without comment) June 22, 1936 (49 *Stat.* 1817).

Roosevelt's letter of March 18 *(ante,* 480), which was drafted by the Interior Department, refers to "the integrity of our National Park System" in connection with the mining proposal. No other defense of the principle of the inviolability of the national parks appears to have been made, and no protests have been found in the Roosevelt papers from the persons and organizations usually on the alert for proposals of this sort. Apart, however, from the integrity of the national parks, there were areas in Glacier Bay National Monument that could, conceivably, have been harmed by mining operations. Muir Glacier, retreating since 1700, has laid bare remains of ancient forests, and a new forest, "a luxuriant mossy growth of old trees," now grows near the mouth of Glacier Bay (Freeman Tilden, *The National Parks,* New York: Knopf, 1951, pp. 322-324). This phenomenon is, of course, of great ecological interest.

504 REXFORD G. TUGWELL, ADMINISTRATOR, RESETTLEMENT ADMINISTRATION, TO ROOSEVELT

WASHINGTON, *May 4, 1936*

DEAR MR. PRESIDENT: During the past few months an unofficial regional committee has been working on the wind erosion problem in the "Dust Bowl" area.

I am enclosing two copies of the report of the committee's last meeting.[1] It occurred to me that you might be interested in noting the preliminary recommendations for a permanent program contained on pages four and five.

Sincerely yours,

R. G. TUGWELL

[APS] This committee is beginning to function as a real protection to us. Note that they advise against making loans where there is no chance of a crop; also that they advise land retirement of devastated areas. This is a real help. R.G.T.

[13:OF 1568:TS]

[1]"Conference of Wind Erosion Committee, Dodge City, Kansas, April 10-11, 1936," a six-page mimeographed

report. Answered *post*, 506.

505 ROOSEVELT TO MORRIS L. COOKE, ADMINISTRATOR, RURAL ELECTRIFICATION ADMINISTRATION

WASHINGTON, *May 5, 1936*

MEMORANDUM FOR HON. MORRIS L. COOKE: We should all work to popularize those two words of yours "upstream engineering." I will try to use them in a speech.

Your little map is fine. Even I can understand it.[1]

F.D.R.

[13:OF 1570:CT]

[1]In a letter to Roosevelt of May 4, 1936 (OF 1570), Cooke said that the engineering profession had failed to recognize the principle of upstream water retardation, and that perhaps the most important single step would be for the Administration to provide favorable auspices for its study. The map shows upstream flood control basins.

506 ROOSEVELT TO REXFORD G. TUGWELL, ADMINISTRATOR, RESETTLEMENT ADMINISTRATION

[WASHINGTON] *May 6, 1936*

MEMORANDUM FOR REX TUGWELL: That report of the conference on wind erosion committee which you sent me on May fourth should, I think, be sent to every member of the Senate and probably most of the people in the House. It is of great interest.

F.D.R.

[13:OF 1568:CT]

507 ROOSEVELT TO JOSEPH W. BYRNS, SPEAKER OF THE HOUSE OF REPRESENTATIVES

WASHINGTON, *May 13, 1936*

DEAR MR. SPEAKER: The House of Representatives in House Resolution No. 296 dated August 7, 1935, requested me "to inform the House of Representatives of the number and distribution of Federal institutions and establishments of every kind and character which are depositing or causing to be deposited raw, untreated sewage into navigable or nonnavigable waters of the United States, and to transmit to the House of Representatives such recommendations with respect thereto as he deems advisable and in the public interest."[1]

Pursuant thereto I requested the Secretary of War to have the Chief of Engineers undertake the compilation of the necessary data for the report. The report of the Chief of Engineers, with tabulated data, is inclosed herewith. His investigation included a study of 2,486 Federal institutions and establishments which now discharge raw untreated sewage into the waterways of the United States. Remedial measures will be necessary in the near future for many of these projects. However, present conditions would appear to require immediate corrective measures at only 103 of the institutions and establishments investigated. Suitable

remedial measures for these establishments can be provided at an approximate total cost of $1,000,000.

The several Departments and independent agencies responsible for the establishments in which remedial works are now necessary have been advised of the contents of the report and requested to include in their budget estimates for the next fiscal year the funds necessary for the installation of the recommended remedial works so that provision of these funds may receive the consideration of Congress. The Secretary of War and the Surgeon General of the Public Health Service have been requested to revise the data contained in this report from time to time in view of its general value.

I do not consider that any further legislative action is necessary at this time. I recommend, however, that the report be printed in full so that the information contained therein can be made readily available to the Departments concerned and to other interested parties.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT][3]

LDC:TMP

[13:OF 114—A:CT]

[1]Introduced by Representative Dingell (Mich.), the resolution was approved without debate except that Rich (Pa.) wanted to know how the information called for could be secured without cost, as Dingell had claimed. The latter replied that the information was available in the departments, and that the resolution was welcomed by the Rivers and Harbors Committee because it would aid in drawing up necessary legislation *(Cong. Rec.,* 74th Cong., 1st sess., 79:12, 12687).

[2]*Communication from the President of the United States Transmitting . . . Information Concerning the Number and Distribution of Federal Institutions . . . Which are Depositing . . . Raw, Untreated Sewage into Navigable or Nonnavigable Waters of the United States . . . May 20, 1936,* H. Doc. 495, 74th Cong., 2d sess. (Washington, 1936).

[3]Drafted in the Office of the Chief of Engineers and sent to the White House by Acting Secretary of War Woodring in a letter of May 12, 1936 (OF 114—A).

508 ROOSEVELT TO REBE E. HEATLEY, Defiance, Ohio

[WASHINGTON] *May 15, 1936*

Personal

MY DEAR MISS HEATLEY: Thank you for your letter.[1] There is, as usual, not one iota of truth in the type of story you mention. Some years ago I purchased over a thousand acres of second timber growth mountain land at Warm Springs for the ultimate use of the Georgia Warm Springs Foundation. Its average value is, I think, about three dollars an acre and we are trying gradually to improve the small trees on it.

In addition, and for the same objective, I purchased about two hundred acres of mountain farm land but have withdrawn most of it from cotton and am trying to improve it by turning it into pasture. We have about one hundred head of cattle, seeking to improve the quality of cattle in that part of Georgia. I might add that the farm has not yet paid operating expenses but that like a number of other people down there, we are trying to provide a better quality of

meat than is now available.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 3501:CT]

[1]April 29, 1936 (PPF 3501), asking if it was true that Roosevelt had bought thousands of acres of land in the South since becoming President, and had "used the land to raise corn and other products . . . not needed in the South."

509 ROOSEVELT TO REPRESENTATIVE JOSEPH P. MONAGHAN OF MONTANA

WASHINGTON *[May 19, 1936]*

MY DEAR MR. MONAGHAN: I have your letter of May 1, enclosing communications from Mr. C. W. Fowler, Deputy Administrator, Works Progress Administration, Montana, and Mr. Lyman H. Brooks, Jr., Acting Administrator, Works Progress Administration, Wyoming, relating to the continuation and extension of the water conservation work done by the Bureau of Reclamation.[1]

You ask just what is being done to carry on the work of the Bureau of Reclamation undertaken by the late Dr. Elwood Mead.[2] The construction program launched so effectively by Dr. Mead prior to his death in January is going forward, and it is my hope that its progress may continue without interruption to completion. The Bureau of Reclamation is now in the charge of John C. Page, Acting Commissioner, and the expert staff trained under Dr. Mead, and his chief engineer, Mr. R. F. Walter. While the death of Dr. Mead was a loss, it adds lustre to his memory when I assure you that those he trained with the Bureau of Reclamation now are proving that they can carry on efficiently.

I realize the importance to the arid and semiarid west of conservation of its waters, both large and small. Without protection and intelligent development of this resource that vast area, and consequently the nation, can never reach full maturity.

A review of the correspondence you transmit indicates that it soon will be necessary to decide upon a definite policy regarding a comprehensive construction program for the conservation of the remaining water resources of the west, and particularly with regard to construction of water storage projects that come within the moderate priced class. Such a program, properly correlated with the larger construction projects already completed or now under way, would result in a wide distribution of benefits.

The achievements of the Bureau of Reclamation indicate that it is particularly well equipped to take up the problems connected with projects of this class, and to carry on the construction that eventually may be undertaken in this field.

It is not possible at this time to decide on the various matters that would be involved in the institution of a comprehensive program of construction of small dams for water conservation. I am, however, requesting the Secretary of the Interior to give this matter consideration. He will let me have his suggestions as to how the services of the Bureau of Reclamation could best be used in advancing such a program.[3]

Sincerely yours,

[Notation: A] May 19/36

[FRANKLIN D. ROOSEVELT]

[13:OF 402:CT]

[1]OF 402.

[2]Mead died Jan. 26, 1936.

[3]Drafted by the Interior Department.

510 ATTORNEY GENERAL HOMER S. CUMMINGS TO ROOSEVELT

WASHINGTON, D. C., *May 22, 1936*

MY DEAR MR. PRESIDENT: I have the honor to comply with your confidential request of May 15, 1936, for my opinion as to whether you are authorized to exclude certain lands from the Olympic National Forest, in Washington, and include them in the Mt. Olympus National Monument by executive order.[1] You transmit with your request a draft of a proclamation accomplishing such action, and a draft of a letter to you from the Secretary of the Interior explanatory of the proposed proclamation. You also transmit a memorandum of the Acting Director of the National Park Service to the Secretary of the Interior in which the view is expressed that the proposed proclamation is authorized.[2]

Section 24 of the Act of March 3, 1891, 26 *Stat.* 1095, 1103 *(U. S. C.*, Title 16, Sec. 471), provides that the President may declare the establishment of national forests by public proclamation. The Act of June 4, 1897, 30 *Stat.* II, 36, as incorporated into Section 473, Title 16, *U. S. Code,* authorizes the President to revoke, modify, or suspend executive orders and proclamations establishing forest reserves.

As stated in my opinion to you of May 1, 1936, concerning the validity of a proposed executive order enlarging the Nicolet National Forest, it is my view that these provisions of law indicate that national forests may be modified either by executive order or by proclamation. In that opinion it was pointed out, also, that it has been the administrative practice for many years to modify national forests by executive order rather than by proclamation in case the land involved is a part of the public domain. It thus appears that the land in question might be excluded from the Olympic National Forest either by executive order or by proclamation. The situation is different, however, in regard to the inclusion of such lands in the Mt. Olympus National Monument.

That the President of the United States is hereby authorized, in his discretion, to declare by *public proclamation* historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected.

Section 2 of the Act of June 8, 1906, c. 3060, 34 *Stat.* 225 *(U. S. C.*, Title 16, Sec. 431), provides, in part:

Since the Act expressly provides that national monuments shall be declared such by public proclamation, and no authority is conferred to establish or modify national monuments by

executive order, it is my opinion that modifications of national monuments should be made only by proclamation. Hence, if it is desired, in a proper case, to modify both a national forest and a national monument by the same instrument, the modification should be accomplished by proclamation.

Although you do not expressly so state, I assume from the circumstances that you also desire my opinion as to whether the proposed proclamation is authorized.

It will be noted that under the above-quoted provisions of Section 2 of the Act of June 8, 1906, national monuments are restricted to "historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest." The proclamation recites that the inclusion, of the land in the national monument is for the preservation of certain objects of "unusual scientific interest, including various glaciers, primeval stands of Sitka Spruce, and the region which from time immemorial has been the range and breeding grounds and is now the last primitive refuge of the Olympic elk *(Cervus roosevelti),* a species practically extinct elsewhere." The draft of the letter of the Secretary of the Interior states that the area to be added to the monument consists of "unusual features of scenic, scientific, and educational interest, including various glaciers, and primeval stands of Sitka Spruce." The letter further states that such land is necessary to "round out the area required for the protection of the Olympic elk."

From the language of the proclamation and the letter it would seem that the chief purpose of the proclamation is to protect and preserve glaciers, Sitka Spruce, and Olympic elk. I seriously doubt whether the whole of this purpose can be legally accomplished by the proposed proclamation.

It is recognized that glaciers may be objects of historic or scientific interest, and since they are located upon the land and have a high degree of permanence they may be said to be "situated" upon the land within the meaning of the statute. There is some doubt, however, as to whether Sitka Spruce come within any of the classes of objects designated in the statute for protection. It may be that such trees are of scientific interest (as was apparently assumed in the establishment of the Muir Woods National Monument, by proclamation of January 9, 1908, for the protection of a growth of redwood trees), but no facts are presented from which this conclusion may be drawn. The doubt in this instance is made more substantial by the fact that the Congress has provided for the establishment of national forests for the protection of trees.

I have more serious doubt whether any part of the land can properly be made a part of the monument for the purpose of preserving Olympic elk. Neither the region "which from time immemorial has been the range and breeding grounds and is now the last primitive refuge of the Olympic elk" nor the elk themselves can be said to be "objects" of historic or scientific interest or objects "situated" upon the land. The statute can hardly be construed to authorize the establishment of national monuments for the protection of animals. It would seem, also, that such purpose could be accomplished more appropriately by the establishment of wildlife refuges. For these reasons, it is my opinion that unless the land considered necessary for the protection of Olympic elk would serve some other purpose which is authorized by the statute, it is quite doubtful whether it can properly be included in the monument.

I deem it advisable, also, to invite your attention to the statutory provision that the land reserved as a part of a monument shall in all cases be confined "to the smallest area compatible with the proper care and management of the objects to be protected." The area proposed to be included in the national monument consists of approximately 429,630 acres. Although there is no statutory limit upon the size of national monuments, the area in this instance is so extensive that it raises the question whether, in any event, the whole of it is

needed for the purposes stated, particularly since the area is essentially forest land.

The papers accompanying your request are herewith returned.

Respectfully,

HOMER CUMMINGS

[13:OF 928:TS]

[1]A one-line note; about 429,630 acres were involved (OF 928).

[2]These enclosures, with a copy of Cummings' letter, were sent by Roosevelt to Ickes with a memorandum of June 1, 1936 (OF 928), reading, "For your information."

511 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND STANLEY HIGH[1]

WASHINGTON, *May 27, 1936*

MEMORANDUM . . . Do you think it would be worthwhile to distribute a lot of these pamphlets on soil through the agricultural districts and, if so, how should it be done?

F.D.R.

[Notation: T] Let. from H. A. Morgan, Vice Chairman, TVA, 5/23, enclosing pamphlet *Soil —The Nation's Basic Heritage,"* with photographic chart.[2] Papers sent to Secy. of Agriculture.

[13:OF I:CT]

[1]High was head of the Good Neighbor League, Inc., formed early in 1936 to promote the re-election of Roosevelt. His connection with the organization is not indicated in this memorandum but it was evidently being considered as a means of distributing the pamphlet mentioned. The Good Neighbor League was Howe's idea; an interesting statement of its organization is found in a memorandum to McIntyre of Jan. 30, 1936, unsigned, but apparently from Margaret Durand, Howe's secretary (PPF 3435).

[2]Published in 1936 by the land grant colleges of the Tennessee Valley in cooperation with the Agriculture Department and the TVA. In response to Roosevelt's suggestion, 25,000 additional copies of the pamphlet were sent to editors of rural newspapers, farm journals and consumer groups (Wallace to Roosevelt, June 27, 1936, OF—I).

512 GOVERNOR CHARLES H. MARTIN OF OREGON TO ROOSEVELT

SALEM, OREGON, *May 27, 1936*

DEAR PRESIDENT ROOSEVELT: I am very much interested in seeing favorable action taken on Senate Bill 4507 introduced by Senator McNary (House Bill 12446 introduced by Representative Doxey) and now referred to the Senate and House Committees on Agriculture and Forestry.[1]

Approximately 65% of the direct industrial payroll in the State of Oregon is dependent upon the utilization of forest resources. Oregon is the only state in the Union where the stands of old growth timber are adequate to permit immediate transition from liquidation cutting to a

sustained yield basis of operation. While a considerable percentage of the total stand is in public ownership, practically all of the forest areas now economically accessible for utilization are privately owned. Private owners, on account of existing economic conditions, and for other reasons, are liquidating their timber as rapidly as possible, even sacrificing stumpage values.

Four counties in the northwest part of the state have up to the present produced the major shares of Oregon's three to four billion board feet of annual production. In this area, fires and cutting combined have exhausted the original stands to a degree which will only permit continuance of existing forest industrial operations for a period of ten to fifteen years. Radical readjustments in the entire industrial fabric of this area are now inevitable.

There are still considerable areas in the state where forest industries can be placed on a permanent economic basis by the application of sustained yield management. The bill introduced by Senator McNary now pending before the Senate and House Committees on Agriculture and Forestry will create conditions and provide Federal cooperation which will permit and aid timber owners either individually or jointly with the State and Federal Government, to convert their utilization of forest resources to a permanent sustained yield basis, instead of the drastic, wasteful liquidation basis now in progress.

During the meeting of the last legislature in the state, at your suggestion various state measures were adopted designed to facilitate co-operation with the Federal Government and to enable the state itself to create conditions and extend cooperation which would secure application of better forest practice on timber lands within the state. Aside from the Fulmer Bill nothing has been done by the Federal Government to adopt a Federal policy which will encourage and aid application of sustained yield management in the utilization of forest resources. Senate Bill 4507 attacks the heart of the program in a constructive manner, and your support of this legislation is respectfully solicited.[2]

Cordially and sincerely,

CHARLES H. MARTIN

[13:OF 149:TS]

[1]"A bill . . . to promote sustained yield forest management in order thereby (a) to stabilize communities, forest industries, employment, and taxable forest wealth; (b) to assure a continuous and ample supply of forest products; and (c) to secure the benefits of forests in regulation of water supply and stream flow, prevention of soil erosion, amelioration of climate, and preservation of wildlife." The Senate bill was introduced on April 21 and the House bill on April 23, 1936, but neither was acted upon by the committee to which it was referred *(Cong. Rec.,* 74th Cong., 2d sess., 80:5, 5760; 80:6, 6022). (A copy of the Senate bill is with Martin's letter.)

[2]Answered *post,* 522.

513 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *May 27, 1936*

DEAR MR. PRESIDENT: The conferees on the agricultural appropriation bill reduced the $1,000,000 for the Shelterbelt Project, by the following wording: "Provided that $170,000 of this appropriation shall be available only for maintenance in nurseries of existing stocks and for the free distribution thereof to farmers, in liquidation of the so-called shelterbelt project of trees or shrubs in the plains region undertaken heretofore pursuant to appropriations made for emergency purposes." This action by the conferees practically eliminates the Shelterbelt

Project. The funds will be inadequate to produce planting stock for the fiscal year 1938, and to take proper care after July 1, 1936, of the plantings made this spring. It means disbanding an organization assembled and given intensive training for shelterbelt work during the past eighteen months.

In my opinion, the best procedure to prevent wiping out the shelterbelt, with the incidental loss of trained personnel and the disastrous effects on plantations already established, is to enact legislation authorizing general tree planting work under a cooperative plan in the Plains States as a basis for the allotment of emergency funds to continue the work during the fiscal year 1937 and as a basis for appropriation estimates for the fiscal year 1938, on which initial work must be started at an early date.

In view of your deep interest in the Shelterbelt and the failure of the Congress to pass an appropriation, I respectfully and earnestly suggest your consideration of the enclosed bill and action looking to its enactment at this session of Congress.

Sincerely,

[HENRY A. WALLACE]

[Notations: A] President's notations on "H.A.W. Yes—if *you* can put it through. F.D.R." Sent to Agr. 5-27-36

[13:OF I—C:CT]

514 ***[Enclosure]***

A Bill To Authorize Cooperation in the Establishment, Protection and Care of Tree and Shrub Plantings in the Plains Region, 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 aid agriculture, conserve water resources, increase employment, and assist in preventing dust storms and the control of flood, and in other ways improve living conditions in the Plains Region, the Secretary of Agriculture is authorized and directed, through the Forest Service, to produce tree and shrub planting stock, to make necessary investigations, and to cooperate with individuals, State and Federal agencies, organizations and institutions, in the establishment, protection and care of tree and shrub plantings within such region, and, whenever suitable Government-owned lands are not available, to lease, purchase, or accept donations of land and develop nursery sites for the production of planting stock. No co-operation shall be undertaken pursuant to this Act unless the cooperator makes available without charge the land to be planted and the Government shall not contribute to the direct cost more than fifty per centum of the estimated ultimate direct cost of establishing, protecting, and caring for the tree or shrub plantations involved in accordance with the requirements of the Forest Service. There is hereby authorized to be appropriated annually such amounts as may be necessary for carrying out the purposes of this Act.[1]

[13:OF I—C:CT]

[1]The Agriculture Department appropriation bill discussed in the covering letter was H. R. 11418. In reporting on it to the House for the conference committee, Cannon (Mo.) said that it disposed "finally and completely" of the entire Shelterbelt project. Ludlow (Ind.) congratulated the House on putting an end to a "wasteful and impossible project" and said that it was "not given to men to so reverse the order of Creation" by attempting to grow trees in desert places. The Senate accepted the conference report, and the $170,000 liquidation appropriation remained in

the bill as approved June 4, 1936 *(Cong. Rec.,* 74th Cong., 2d sess., 80:8, 8338, 8339-8341, 8395; 49 *Stat.* 1438). Although the project was denounced in the House as chimerical, eighty-one percent of the approximately twenty-four million trees planted by the end of June, 1936, survived *(Report of the Chief of the Forest Service, 1937,* Washington, 1937, p. 29).

515 HENRY A. WALLACE, SECRETARY OF AGRICULTURE TO ROOSEVELT

WASHINGTON *[June 1, 1936]*

DEAR MR. PRESIDENT: With reference to your comment on my memorandum of May 27 on Shelterbelt legislation, I shall be glad to make the attempt to get organic legislation covering the Shelterbelt through the present session of Congress.

Because of the antagonism to the Shelterbelt, further consideration convinces me that the chances for success will be far greater with legislation framed along broad lines to cover the development of farm forestry for the entire country and inclusive enough to provide for the Shelterbelt Project. A bill drafted along these lines is attached.

A flank attack of the character indicated should make any opposition constitute in reality opposition to a national development of farm forestry, a subject in which the great majority of members of Congress have a direct interest.

I hope that I may feel free to call on you for personal help if this legislation reaches a critical stage.

Sincerely,

H. A. WALLACE

[Notation: A] File June 1/36

[13:OF I—C:TS]

516 *[Enclosure]*

A Bill to Authorize Cooperation in the Development of Farm Forestry in the States and Territories, 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 aid agriculture, increase farm forest income, conserve water resources, increase employment, and in other ways advance the general welfare and improve living conditions on farms through reforestation and afforestation in the various States and Territories, the Secretary of Agriculture is authorized, through the Forest Service, to produce, or procure, and distribute forest tree and shrub planting stock, to make necessary investigations, to advise farmers regarding the establishment, protection, and care of forests and forest and shrub plantations and the harvesting, utilization, and marketing of the products thereof, and to enter into co-operative agreements with individuals, State and Federal agencies, organizations and institutions, for the establishment, protection, and care of farm forests or other rural tree and shrub plantings within such States and Territories, and, whenever suitable Government-owned lands are not available, to lease, purchase, or accept donations of land and develop nursery sites for the production of planting stock. No cooperation shall be undertaken pursuant to this Act unless the cooperator makes available without charge the land to be planted and the Government shall not contribute to the direct cost more than fifty per centum of the estimated ultimate direct cost of establishing,

protecting, and caring for any such forest or tree or shrub plantation in accordance with the conditions and requirements of the Secretary of Agriculture. There is hereby authorized to be appropriated annually such amounts as may be necessary for carrying out the purposes of this Act. This Act shall be known as the Farm Forestry Act.[1]

[13:OF I—C:T]

[1]With minor changes in language, this bill was introduced in the Senate as S. 4723 on May 30, 1936, by Senator Norris (Nebr.), and in the House as H. R. 12939 on June 1 by Representative Jones (Texas). The Senate passed its bill and sent it to the House on June 15. Here it was referred to the Agriculture Committee which took no action *(Cong. Rec.,* 74th Cong., 2d sess., 80:8, 8366, 8622, 9020, 9169; 80:9, 9442). In the next session the bill was introduced as the Norris-Doxey Cooperative Farm Forestry Bill (S. 1504 and H. R. 4728); see *post,* 600.

517 SPEECH BY ROOSEVELT, Vincennes, Indiana, June 14, 1936

[Excerpt][1] GOVERNOR MCNUTT, GOVERNOR HORNER, MY FRIENDS OF INDIANA: . . . During the past week I have travelled through many states; and as I have looked out in the daylight hours upon the countryside of Tennessee and Alabama and Arkansas and Texas and Oklahoma, I have tried to visualize what that countryside looked like a short century and a half ago. All of it was primeval forest or untilled prairie, inhabited by an exceedingly small population of nomadic Indian tribes. It was untouched by the civilization of the white man.

In most of this vast territory, as here a little further north in the Middle West,[2] nature gave her bounteous gifts to the new settlers,[3] and for many long years these gifts were received by them without thought of the future. Here was an instance where the knowledge of the day was as yet insufficient to see the dangers that lay ahead.

Who, for example, even among the second and third generation of the settlers of this virgin land gave heed to the future results that attended the cutting of the timber which denuded the greater part of the watersheds?

Who, among them, gave thought to the tragic extermination[4] of the wild life which formed the principal article of food of the pioneers?

Who among them had ever heard the term "submarginal land" or worried about what would happen when the original soil played out or ran off to the ocean?

Who among them were concerned if the market price for livestock for the moment[5] justified the over-grazing of pastures, or a temporary boom in the price of cotton or corn tempted men to forget that rotation of crops was a farming maxim as far back as the days of ancient Babylon?

Who among them regarded floods as preventable? They were referred to as acts of God.

Who among them thought of the use of coal, of oil, or gas, or falling water[6] as the means of turning their wheels and lighting their homes?

Who among them visualized the day when the sun would be darkened as far east as the waters of the Atlantic by great clouds of top soil borne by the wind from what used to be grassy and apparently imperishable prairies?

Yes, my friends, because man did not have our knowledge[7] in those older days, he wounded

Nature and Nature has taken offense. It is the task of us, the living, to restore to Nature many of the riches we have taken from her in order that she may smile once more upon those who follow after us.

George Rogers Clark did battle with the tomahawk and the rifle. He saved for us the fair land that lay between the mountains and the Father of Waters. His task is not done. Though we fight with weapons unknown to him, it is still our duty to continue the saving of this fair land. May the Americans who, a century and a half from now, celebrate at this spot the three hundredth Anniversary of the heroism of Clark and his men, may they think kindly of us for the part we take today in preserving the Nation of the United States.

[SPEECH FILE:T]

[1]The occasion of this speech was the dedication of the George Rogers Clark Memorial at Vincennes. The text of this excerpt is that of the stenographic transcript and comprises the latter half of the speech. The reading copy and five drafts are present (Speech File), one of the latter being marked "From Governor McNutt." Also present is a memorandum on the historical background and significance of the Northwest Ordinance by Clarence E. Carter, editor of *The Territorial Papers of the United States,* dated Jan. 31, 1936. A note with one of the drafts, Hassett to Early, June 8, 1936, suggests that the final draft was prepared by Hassett. This final draft contains a number of revisions in Roosevelt's hand; those occurring in this excerpt are noted. With one exception, also noted, his departures from the reading copy are unimportant variants in phrasing. The entire speech is printed in Rosenman (ed.), *Public Papers,* V, 217-221; this combines elements of the prepared text and the stenographic transcript.

[2]The reading copy has, "as here in the Middle West."

[3]The draft has, "the white settlers."

[4]Draft, "the inevitable extermination.

[5]Draft, "market price for stock."

[6]Draft, "use of coal or falling water."

[7]Draft, "did not know."

518 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *June 16, 1936*

MY DEAR MR. SECRETARY: Up-stream engineering will have a major part in efforts to save the land and control floods, and for that reason it offers a broad field of opportunity for the engineering profession. I am therefore in hearty accord with your suggestion that there be held an open conference on the subject in the early Fall. The date might well be in proximity to that of the Third World Power Conference in September, in the hope that some of the distinguished foreign engineers attending the latter may be interested also in contributing to the proposed conference.[1]

There are indications that a substantial body of technical information on the control of little waters is now available in the scattered records of American experience—Federal, State and professional. The urgent problem is to bring these data together into a coordinated body of engineering knowledge so that public officials and engineers may have a more definite picture of up-stream engineering as an important field of public and professional activity.

There is a wealth of experience and data as to down-stream engineering and works required

for navigation, power development and flood control—levees, large dams, great reservoirs and channel improvements on major streams. But necessary as these are for the safeguarding of those who live in areas subject to destructive floods and of property located therein, it must be remembered that down-stream waters originate largely in up-stream areas. The objects of up-stream engineering are through forestry and land management to keep water out of our streams, to control its action once in the stream and generally to retard the journey of the raindrop to the sea. Thus the crests of down-stream floods are lowered.

In accordance with your further suggestion, I am appointing as a committee to organize and promote such a conference or institute: Hugh H. Bennett, Chief of the Soil Conservation Service, Department of Agriculture; Morris L. Cooke, Administrator of Rural Electrification Administration; and F. A. Silcox, Chief of the Forest Service, Department of Agriculture.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 114:CT]

[1]The World Power Conference was organized in 1923 to further study of technical, economic and social problems connected with power development. The first plenary meeting was held in London in 1924; the second in Berlin in 1930.

[2]Drafted by Cooke, who had written to Roosevelt on April 11, 1936 (PPF 1820), on the need of arousing the engineering profession to study flood control through the control of "little waters."

519 ROOSEVELT TO HUGH H. BENNETT, CHIEF, SOIL CONSERVATION SERVICE, DEPARTMENT OF AGRICULTURE

[WASHINGTON] *June 16, 1936*

MY DEAR MR. BENNETT: In accordance with my letter of this date to the Secretary of Agriculture, expressing my hearty approval of his suggestion that there be held early this Fall a conference on up-stream engineering, I am asking you to serve with Morris L. Cooke, Administrator of Rural Electrification, and F. A. Silcox, Chief of the Forest Service, Department of Agriculture, as a committee to organize and direct the suggested conference.

I am sure that you will find it a pleasure to bring into a coordinated whole, through the medium of such a conference, the scientific and engineering information pertinent to the up-stream field of engineering.

For your further information, I am enclosing herewith a copy of my letter to Secretary Wallace.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 114:CT]

[1]Above. Similar letters of appointment were also sent to Cooke and Silcox.

520 ROOSEVELT TO EDWARD M. MARKHAM, CHIEF OF ENGINEERS, UNITED

STATES ARMY

[WASHINGTON] *June 20, 1936*

MEMORANDUM FOR GENERAL MARKHAM: Sometime later on in the summer, will you speak to me about the possibility of the erection, in the distant future, of a low dam or dams across the upper Missouri in the Dakotas. It has been suggested to me that by creating a series of comparatively shallow lakes, a good deal of water could be backed up and conserved, and that as in the case of the upper Mississippi, extremely attractive recreational areas thus developed.

You might have someone in your office try to work out on the contour map one or two suggestions along this line, the idea being conservation of water in lakes and development of recreational areas.[1]

F.D.R.

[13:OF 1516:CT]

[1]Acting Chief of Engineers George P. Pillsbury replied Aug. 20, 1936 (OF 1516), that the construction of low dams was impracticable because of the large silt content of the Missouri.

521 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *June 20, 1936*

DEAR MR. PRESIDENT: At a recent conference I mentioned a report on *The Western Range* submitted by the Department in response to Senate Resolution 289. In compliance with your request for a copy when available, one is enclosed.[1]

The purpose of the report is to show what the present condition of the western range is, how this compares with the original range, and what factors have been responsible for the nearly universal depletion disclosed. It is to contrast the economic and social losses from depletion with the benefits of good range management. It is to outline a broad, constructive, and practical program which among other things will stop range depletion and insure restoration. Finally, it is to obtain a general public recognition of the true place of our western grasslands as a great natural resource and to stimulate the action required for their conservation so that they will make their full contribution to western and national welfare.

The Résumé pages 1 to 69, summarizes the factual basis of the report and of the recommendations and gives an idea of the scope of the whole work, as does also in much briefer form my letter of transmittal, pages iii to vi.

I hope that you may find the time at least to glance through these summaries.

Sincerely yours,

H. A. WALLACE

[13:OF I:TS]

[1]*The Western Range* (74th Cong., 2d sess., S. Doc. 199, Washington, 1936). A copy, leather-bound and inscribed by Roosevelt, is in the Franklin D. Roosevelt Library and may be the one here mentioned.

522 ROOSEVELT TO GOVERNOR CHARLES H. MARTIN, Salem, Oregon

[WASHINGTON] *June 22, 1936*

MY DEAR GOVERNOR: Your letter of May twenty-seventh interests me greatly. The conditions which you describe are a matter of grave national as well as local concern.

I am convinced that additional legislation is necessary to put the forestry effort of the Federal Government in the Pacific Northwest and elsewhere on a sound footing. In general Senate Bill 4507 strikes me as good as far as it goes.[1] My chief question is whether it goes far enough to meet either northwestern or national requirements satisfactorily. It is obviously out of the question to get Senator McNary's bill through the present session of Congress. I have definitely in mind, however, the necessity for additional forestry legislation during the next session of Congress, and hope that it may be given a high priority in the legislative program.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

RB/MM

[13:OF 149:CT]

[1]The McNary-Doxey Sustained Yield Forestry Bill.

[2]Drafted by the Agriculture Department.

523 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *June 25, 1936*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I have approved H. R. 10104, authorizing study of recreational-area programs in the United States.[1]

The bill is too narrow.

A subject of such wide implications should have the benefit of the knowledge of all government agencies interested, just as the bill itself requires the cooperation of all agencies of States and political subdivisions of States.

Therefore, I suggest that the preliminary work be done by the National Park Service but that when this is done, the National Resources Committee receive the preliminary report of the National Park Service and invite the comment and suggestions of the Department of Agriculture and its several agencies, such as Forestry, Biological Survey, etc.; the Bureau of Fisheries of the Department of Commerce, the War Department, the Rural Resettlement Administration, the Youth Administration and the Relief Administration. In this should be included, of course, other divisions of the Interior Department, such as the Reclamation Service and the Bureau of Public Lands.[2]

All of these can best be coordinated by the National Resources Committee. What I want, of course, is a completely comprehensive report substantially approved by all Federal agencies having anything to do with recreation.

I do not know whether this bill, before introduction, cleared through the Director of the National Emergency Council. If not, it should have.[3]

F. D. R.

[13:OF 6—P:CT]

[1]"The said study shall be such as . . . will provide data helpful in developing a plan for coordinated and adequate public park, parkway and recreational-area facilities for the people of the United States" (act approved June 23, 1936, 49 *Stat.* 1894).

[2]The General Land Office is meant.

[3]Ickes replied July 9, 1936 (OF 6—P), that the Interior Department intended to cooperate fully with all Federal agencies in carrying out the provisions of the act, and that the bill, as originally introduced, had been approved by the National Emergency Council.

524 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *June 25, 1936*

DEAR MR. PRESIDENT: In accordance with your memorandum of June 22, I enclose draft of a reply, for your signature, to Congressman Prentiss M. Brown, of Michigan.[1]

May I call attention to the fact—as indicated by the memorandum also attached[2]—that with a regular appropriation of only $2,500,000 for forest land acquisition for the fiscal year 1937, this Department now has five cases of highest priority and greatest urgency, with a total cost of $2,627,578; that in 61 established purchase units in which more than 20% of the purchasable lands are now in federal ownership, there still remain to be acquired more than 16 million acres valued at $75,000,000; that in 11 established purchase units in which no lands have been acquired, and in 16 within which the area acquired is less than 20%, there are six million acres still to be purchased at an estimated cost exceeding $42,000,000.

During the fiscal year 1937 a minimum of 10 to 15 million dollars would do little more than meet the most urgent situations. Even with this amount available, acquisition of almost 20 million acres within existing purchase units must be postponed until later.

Sincerely,

H. A. WALLACE

[13:OF I—C:TS]

[1]Brown's letter to Roosevelt of June 19, 1936 (OF I—C), noted that the 1936 Agriculture Department appropriation bill carried an item of only $2,500,000 for the acquisition of national forest lands, and that the Forest Service had options outstanding amounting to some $5,000,000. He urged that sufficient funds be allocated from the relief appropriation to take up the options. Roosevelt's memorandum, "For preparation of reply for my signature," was attached to Brown's letter. See letter following.

[2]June 25, 1936, unsigned, listing the "Cases of Highest Priority and Greatest Urgency in Program of Forest Land Purchase under the Weeks Law."

525 ROOSEVELT TO REPRESENTATIVE PRENTISS M. BROWN OF MICHIGAN

[WASHINGTON] *June 26, 1936*

MY DEAR MR. BROWN: I appreciate your letter of June nineteenth, suggesting that additional funds be made available for the purchase of lands for National Forest purposes.[1]

As you know, the forest land acquisition program is one in which I have a very definite personal interest. More than 45 million dollars have been allotted to it during the past three years, and as a result there have been approved for purchase 11,400,952 acres. And although this is almost two and one-half times as much as was approved during the preceding twenty-two years, there is no question but that much more must be purchased and put under administration in the public interest.

The Lake States have shared generously in this program. Within their limits, 3,839,000 acres valued at $9,362,000 have been approved for purchase during this Administration. That is, of course, only a part of the forest lands within those states which should ultimately be under constructive and permanent Federal management. But conditions similar to those in the Lake States exist with equal acuteness and magnitude in other regions, and the Congress appropriated only $2,500,000 for forest land acquisition during the coming fiscal year.

It is my feeling that public interest dictates a larger program than can be financed by this appropriation, under which only partial and inadequate progress evidently can be made; that a reasonably adequate program, with that continuity which is so necessary to orderly progress, may call for 10 to 15 million dollars annually.

I am, therefore, having the situation explored in the hope that additional funds can be made available so that forest land acquisition can proceed with greater continuity and on a scale more adequate to the requirements of the situation than will be possible under the terms of the regular appropriation bill for the Department of Agriculture.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I—C:CT]

[1]See above.

526 SPEECH BY ROOSEVELT AT THE DEDICATION OF SHENANDOAH NATIONAL PARK, July 3, 1936

GOVERNOR PEERY, SECRETARY ICKES, LADIES AND GENTLEMEN: I am very glad to come back to Virginia.

The creation of this Park is one part of our great program of husbandry—the joint husbandry of human resources and natural resources. In every part of the country, local and state and federal authorities are engaged in preserving and developing our heritage of natural resources; and in this work they are equally conserving our priceless heritage of human values by giving to hundreds of thousands of men the opportunity of making an honest living.

I have seen this work in progress, for I came here two years ago. I have seen it in progress in many other parts of the land, and so I can say, I think, from first hand evidence, that the product of the labor of the men of the Civilian Conservation Corps, who have opened up the Shenandoah National Park and other parks to the use and the enjoyment of our citizens, that

product is as significant as though instead of working for the Government they had been working in a mill or in a factory. They have a right to be as proud of their labor here as if they had been engaged in private employment.

In by-gone years we have seen, even we of this generation have seen the terrible tragedy of our age—the tragedy of waste. Waste of our people, waste of our land. It was neither the will nor the destiny—I think that has been sufficiently proved—neither the will nor the destiny of our Nation that this waste of human and material resources should continue any longer. That was the compelling reason that led us to put our idle people to the task of ending the waste of our land.

Think of it—the thousands of young men, their involuntary idleness three years ago—that ended when they came here to the camps on the Blue Ridge; and since then they have not been idle. Today they have ended more than their own idleness, they have ended the idleness of the Shenandoah National Park. It is going to be a busy and a useful place in the years to come, just as the work of these young men will, I am very confident, lead them to busy and useful lives in the years to come.

Our country is going to need many other young men as they come to manhood, need them for work like this—for other Shenandoahs.

Is it a dream? Or perhaps will I be accused of an exaggerated passion for planning if I paint for you a picture? You who are here know of the great usefulness to humanity which this Skyline Drive achieves from now on and of the greater usefulness which its extension, south through Virginia and North Carolina and Tennessee to the Great Smoky Mountains National Park—we know what that will achieve.

And in almost every other part of the Union there is a similar need for recreational areas, for Parkways that will give men and women of moderate means the opportunity, the invigoration and the luxury of touring and camping amid scenes of great natural beauty like this.

All across the nation—and it's three thousand miles—at this time of the year, and in many parts of the nation at all times of the year, people are starting out on their vacations, vacations to be spent in part or in whole in National and State Parks. Those people will put up at roadside camps or pitch their tents under the stars, with an open fire to cook by, with the smell of the woods, and the wind in the trees. They will forget the rush and the strain of all the other long weeks of the year, and for a short time at least, the days will be good for their bodies and good for their souls. Once more they will lay hold of the perspective that comes to men and women who every morning and every night can lift up their eyes to Mother Nature.

There is merit for all of us in the ancient tale of mythology, the tale of the Giant Antaeus, who every time that he touched his Mother Earth arose with strength renewed a hundred fold.

This Park, therefore, together with its many sisters that are coming to completion in every part of our land, is in the largest sense a work of conservation. Through all of them, we are preserving the beauty and the wealth of the hills, the mountains, the plains, the trees and the streams. Through all of them we are maintaining useful work for our young men. Through all of them we are enriching the character and the happiness of our people.

We seek to pass on to our children a richer land and a stronger Nation.

And so my friends, I now take great pleasure in dedicating Shenandoah National Park, of dedicating it to this and to succeeding generations of Americans for the recreation, and for the re-creation which we find here.[1]

[RL RECORDINGS:65]

[1]The time of this speech was 2:30 P. M.; the text is that of the radio broadcast recording. The Roosevelt Library also has the reading copy, a copy of the mimeographed press release of the reading copy, and the stenographic transcript of the speech as delivered. No drafts are present. The President made one change in the reading copy, the substitution in the seventh paragraph of "Great Smoky National Park" for "Big Smoky National Park." He completed his correction of this title in making the speech by reading it "Great Smoky Mountains National Park." He made a number of other changes in the text in reading it, none particularly significant so far as meaning is concerned, but interesting as showing his sense of precision and forcefulness in language. For example, after "Shenandoah National Park" in the third paragraph he added "and other parks." In the seventh paragraph he added "and Tennessee" and at the end of the eighth paragraph he added "like this."

527 PRESS CONFERENCE, Executive Offices of the White House, July 7, 1936, 4:05 P. M.

[Excerpt] The President: We are not going to take them away at all and nobody ever had any idea in their sane senses of depopulating the country.[1] What we are going to change is what might be called the economy of the country. The country is going to support a population. As wheat land, no; it is not working because the water table drops down 8' a year. The result is the water runs off and the surface blows away.

We figure under a proper use of this country it will support perhaps not quite as many people but very nearly. There are lots of human beings today who can remain there if they will do the right thing. For instance, if we can get grass back there, it means that the acreage will be used more and more for cattle. People have to look after cattle. There are certain places out there, certain valleys, where the water table has not disappeared, where you can grow vegetables, truck and small crops that take human beings to look after them. There are certain areas which can be and should be forested. It will take human beings to look after that.

What we are working on is a plan to avoid a continuation of what we have been through now for the last three or four years. We have spent somewhere around $300,000,000, the Federal Government, and, just so long as we do not change the economy, we are going to have to spend money year after year unless the cycles change. We are going to have to take care of people on relief if they keep on with their present economy.

What we are trying to do is to work out a program that will keep the great bulk of the population out in the same area and at the same time make it unnecessary to spend each year millions of dollars to keep them from starving.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Roosevelt had been discussing the relief problem caused by the drought in Minnesota, the Dakotas, Montana and Wyoming.

528 ROOSEVELT TO A DELEGATION OF WESTERN CATTLEMEN, The White House, July 8, 1936

It is good to see you all and I wish I could attend the conferences you are having because I have been tremendously interested in the problem of public lands, not only on the forestry end but especially in the state of New York itself on the grazing end. I run into it on my other farm down in Georgia where we have a good deal of that problem.

I am awfully glad that this cooperative movement is going so well because it seems to me,

under this Taylor Act, one of the essentials is to have cooperation from the people who use the public land.

During the past two or three years we have made great progress along that line and we have certainly learned a great deal in the past few years about the use and care of land. We have had some pretty horrible examples during our lifetime of the misuse of land, and people who live on the land are becoming more and more conscious of the misuse to which the land has been put. We are learning each year about the better use of land. Twenty-five or thirty years ago very few people understood, for instance, what over-grazing really meant. We have come to understand it better. We don't know about it fully. Nor do we know what the final solution of the problem of drought is going to be. We do know that in a great many parts of the country the water table, as we call it, is dropping down pretty seriously and that in a good many areas the top surface of the land is blowing away.

We also know of a good many areas that used to be in trees are no longer in trees. We haven't got the final answer and it is up to all of you good people to help us to find the final answer. A lot of the work is still experimental and that is why the interest of the local people is of such great importance.

We are buying under this new Act, I think, sixty million acres more to be added to the original acreage under the Taylor Act and we are getting a national policy in regard to it which seems to be working out pretty well.

I am awfully keen about the work you are doing. As I said, I wish I could go to your own conferences and sit in with you because, like everybody else, I have a good deal to learn.

It is good to see you.[1]

[SPEECH FILE:T]

[1]The occasion of these extemporaneous remarks was a meeting in Washington of western cattlemen for the purpose of discussing the effects on their business of the Taylor Grazing Act. The thirty stockmen addressed by Roosevelt were escorted to the White House by Secretary of Interior Ickes. Roosevelt spoke to them at 12 noon. For a less optimistic estimate of the efficacy of the Taylor Grazing Act as an instrument for the conservation and management of the public grazing lands, see Mont H. Saunderson, *Western Land and Water Use* (Norman: University of Oklahoma, 1950), pp. 107-121.

This text is that of the stenographic transcript.

529 ROOSEVELT TO MORRIS L. COOKE, ADMINISTRATOR, RURAL ELECTRIFICATION ADMINISTRATION

[WASHINGTON, *July 18, 1936]*

MY DEAR MR. COOKE: I am writing to ask you to serve as chairman of a Great Plains Drought Area Committee to carry on a study looking towards the most efficient utilization of the natural resources of the Great Plains area, and especially towards practicable measures for remedying the conditions which have brought widespread losses and distress to so many inhabitants of the Missouri, Platte, and Arkansas Valleys, the Panhandles of Oklahoma and Texas, and contiguous areas.

We have supposed that the modes of settlement and of development which have been prevalent represented the ordinary course of civilization. But perhaps in this area of relatively little rain, practices brought from the more humid part of the country are not most suitable

under the prevailing natural conditions. At any rate circumstances make it obvious that relief activities are not sufficient and that a competent study and recommendations are desirable.

I should like to have the Committee make an early study of the conditions there, so that I may have the benefit of its views with respect to them at a meeting which I will arrange to hold with the Committee at some point within this area sometime in August.

To serve with you as the other members of this Committee, I have designated the following Government representatives: Mr. John C. Page, Acting Director, Bureau of Reclamation, Washington, D. C.; Colonel Richard C. Moore, Division Engineer, Missouri River Division, Corps of Engineers, United States Army, Kansas City, Missouri; Mr. Frederick H. Fowler, Director, Drainage Basin Study, National Resources Committee, Washington, D. C.; Mr. Rexford G. Tugwell, Administrator, Resettlement Administration, Washington, D. C.; and Mr. Harry L. Hopkins, Administrator, Works Progress Administration, Washington, D. C.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] 7/16/36

[Notations: AS] DWB[2]

[13:OF 2285:CT]

[1]Copies of the letters sent to the other members of the committee are present, together with correspondence relating to additional appointments and plans for the trip to the drought area. Added to the committee were Hugh H. Bennett, chief of the Soil Conservation Service, Francis C. Harrington, chief engineer of the Works Progress Administration, and Secretary of Agriculture Wallace.

[2]Acting Budget Director Daniel W. Bell, in whose agency this letter was drafted.

530 ROOSEVELT TO MONSON MORRIS, Smithtown, New York

SCHOONER "SEWANNA," AT SEA, *July 20, 1936*[1]

DEAR MONSON: Thank you very much for your letter of July ninth including congratulations on the Soil Erosion work.[2] We have waited entirely too long to begin to reclaim nature's great gift to man which, in a large measure, has been ruthlessly exploited and, in some cases, almost entirely destroyed. I shall be greatly pleased if we can stop the depletion of the soil so evident in all parts of the country.

Your thought of planting trees on all the poor and unproductive land in Aiken County, South Carolina, is not only good for that county but it would be an excellent thing to do on similar land throughout the country. Just how to accomplish it is a question for further study, since there are so many difficult angles, perhaps the most outstanding of which are financing and proper public administration of such an undertaking as you suggest. There is no Federal money that could be made available at this time for it, as much as I would like to assist you in solving a mutual problem.

I am wondering whether you are familiar with the Fulmer Act (copy enclosed), which sets up a cooperative basis for developing a national system of State Forests throughout the country. I have been interested in that plan and incidentally, when it is possible to finance the work

contemplated by the Act, a State Forest in your county would demonstrate the economic and social advantages of utilizing for the production of valuable forest crops such lands in your county as are not profitable for agriculture and perhaps aid materially in doing what you have in mind.

I only wish I had time now to discuss with you the whole land conservation matter which has been a very definite part of my program.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 2637:CT]

[1]From July 15 to 27, Roosevelt, with his sons, was on a cruise off the New England coast in the chartered schooner *Sewanna.*

[2]Morris described a plan whereby all unproductive land in Aiken County, South Carolina, would be planted in pine and placed in charge of a county forestry association until the trees reached pulpwood size. The association would then thin the trees and sell enough pulpwood to cover management expenses and the land would then be returned to the owners. Morris wished to know if Roosevelt approved of the plan and if the Government could advance funds to place it in operation (PPF 2637).

[3]Drafted by the Forest Service.

531 PRESS CONFERENCE, on Board the Presidential Train, Returning from Quebec, August 1, 1936

[Excerpt] The President: Well, that is one phase of it; that is the reservoir phase of it.[1]

In the meantime, between now and the time those legislatures act—in other words, between now and the next spring—we can probably find enough money to do a small number, I suppose not more than four or five, of W.P.A. projects under the Army Engineers' supervision for the cleaning out of some of these stream beds in those places where the stream bed is owned by the township or the municipality and where land acquisition—new land acquisition—is not involved.

I asked, both in Montpelier and in New Hampshire, about what the States were doing in regard to what I call "upstream engineering"; in other words, the putting back of steep upland pastures into trees and putting the lower agricultural sloping land into pastures to prevent or to slow up run-off. I was, frankly, a little disappointed because apparently neither state is spending very much or doing very much towards reforestation. Vermont is spending some money, but is spending it mostly for recreational parks and not for stopping run-off on the steep slopes. I think there is a real chance for both Vermont and New Hampshire to do a great deal more to retard run-off.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Following his visit to Quebec of July 32, 1936, Roosevelt the next day visited Waterbury and Wrightsville dams in Vermont and attended a flood control conference in Montpelier. This press conference took place on the Presidential train en route from Hanover, New Hampshire, to Springfield, Massachusetts. In the preceding part of the press conference, Roosevelt had discussed the building of dams in New England through interstate compacts.

532 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *August 5, 1936*

DEAR MR. PRESIDENT: I have a letter from Earl H. Bell, Professor of Anthropology at the University of Nebraska, who has been unearthing the ancient Indian civilization in Boyd County, Nebraska, not far from the banks of the Missouri where it flows between Nebraska and southeastern South Dakota about 150 miles northwest of Omaha.

Professor Bell writes:

Two or more thousand years ago this was the home of a large group of Indians who lived largely by agriculture. The old fertile soil zone and habitation stratum is very distinct. Then came a spell of dry weather. The deposition of sand is very plain. For a long period the Indians stuck it out. Layer after layer of sand was deposited. Finally, it became so severe that the inhabitants were forced to leave. After that for a period of probably hundreds of years this whole region was a real desert of shifting sands, with scarcely any vegetation, covering this ancient city for a depth of from two to fifteen feet. At that time even Iowa and Illinois had a desert vegetation. Then came another climatic change, more rain fell, vegetation sprung up, and the fertile period was ushered in.

If it should happen that we have three years out of every seven seasons like those of 1930, 1934, and 1936, a very considerable section of the middle west would become within twenty years a semidesert and the power of the federal government would not be sufficient to stop it unless we shifted with very great skill to the appropriate types of grazing and agriculture with emphasis on the right kind of drought resisting plants. No one can say for certain whether we are having a real change in climate and it is not a good thing to hold up to the public that we are having a change in climate because no one knows definitely and because the public can easily become unnecessarily alarmed. But the fact that there have been real changes in the past in this territory, and the drought years of 1930, 1934, and 1936 would suggest to any prudent government the necessity of watching the situation with the utmost care. ...[1]

Respectfully yours,

H. A. WALLACE

[13:OF I:TS]

[1]The omitted part relates to campaign plans. See Roosevelt's reply, *post,* 535.

533 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

HYDE PARK, N. Y., *August 8, 1936*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: In view of the general drought and its continuance, I am inclined to think that these proposed regulations should be immediately reconsidered with the idea of further cutting down the shooting season. Will you let me have something on this next Monday?[1]

FDR

[13:OF 378:TS]

[1]This refers to a draft of a proclamation to amend the Migratory Bird Treaty Act Regulations, sent to Roosevelt by

Wallace July 29, 1936 (OF 378). The National Association of Audubon Societies and other conservationist groups had been vigorously urging a closed season on ducks, on the ground that the drought had destroyed many nesting places. The most important changes proposed in the draft mentioned were the institution of three, rather than two, "latitudinal hunting zones" of thirty days each, the placing of Atlantic Coast brant, redhead and canvasback ducks on the completely protected list (with wood duck, ruddy duck and bufflehead duck), and the strengthening of the prohibition against live decoys and certain other baiting devices. The proposed regulations were explained in a memorandum from Biological Survey Chief Gabrielson to Wallace, July 10, 1936 (enclosed with the draft proclamation). Gabrielson believed they were "very fair" and that they would not admit of an increased kill of waterfowl. A memorandum to Roosevelt on the proposed regulations, prepared in the Bureau of Biological Survey for Acting Secretary Tugwell's signature, undated, and sent to Kannee by Milo Perkins, assistant to Wallace, in a letter of Aug. 10, 1936 (OF 378), gives the Agriculture Department position in the matter. This was that it was not believed "to be either practicable or in the interests of conservation to shorten the season to less than one month in each of three zones," and that complete closure would be preferable to a reduction of the daily bag below eight birds or a shortening of the season to less than thirty days. The proclamation was issued Aug. 14, 1936.

534 MORRIS L. COOKE, CHAIRMAN, GREAT PLAINS DROUGHT AREA COMMITTEE, TO ROOSEVELT

WASHINGTON, *August 9, 1936*

MY DEAR MR. PRESIDENT: I am hoping that it will be possible for you to give me a bit of time tomorrow, Monday,[1] particularly to discuss two things:

1. The procedure to be followed by the Great Plains Drought Area Committee, and

2. The material requested for your talk before the World Power Conference.[2]

With the consent of the Committee there has been drafted a report along the lines of the one which you have requested us to present at our meeting place in the West. While this draft has not as yet been approved by the Committee, it is in such shape where I think you can readily say how nearly it comes to being what you want.

It is our plan to illustrate the report in order to make it more usable by the press. The drawings have advanced to the point where you can quickly pass on their use.

Yours very sincerely,

[MORRIS L. COOKE]

[13:OF 2285:T]

[1]Cooke talked with Roosevelt for half an hour on Aug. 11, 1936 (PPF I—O).

[2]See *post*, 553.

535 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *August 10, 1936*

DEAR HENRY: As you probably know, I reverted to the original plans after talking with Tom Berry and several others and, therefore, I am not leaving Washington until the twenty-fifth, going straight to the Dakotas and working back from there.[1]

I shall hope to see you either in Washington early this week or possibly at Hyde Park the

week of the seventeenth. Couldn't you stop here on your way back from Council Bluffs? I think it will be really helpful to work out some kind of a statement on crop insurance.

Your friend, Professor Bell, who dug up the Indian cities, failed to mention how many years it took to cover them with sand. I still believe that even though we may be right about the climatic encroachment, we cannot[2] conquer the disaster.

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I:CT]

[1]Berry was governor of South Dakota. An itinerary of the Presidential trip to the drought area was issued to the press for release Aug. 21, 1936.

[2]"Cannot" is the word that appears in the letter but the form and sense of the sentence lead one to expect "can."

536 HENRY M. KANNEE, ASSISTANT TO MARVIN H. MCINTYRE, TO ROOSEVELT

WASHINGTON, *8/11/36*

MEMORANDUM FOR THE PRESIDENT: Mr. Baker, Executive Director of the National Audubon Association, called at the White House offices yesterday. He said:

I don't want to put this in writing but I talked to the Chief of the Biological Survey today and he told me that he would be entirely satisfied if the season were closed although that is not the recommendation they sent to Secretary Wallace a month or so ago.

Their feeling seems to be that the President, in a political year, might be unwilling to do that. My own opinion is that the die-hard duck hunter who is going to threaten political retribution in the event the season is closed is going to vote against the President anyway for other reasons such as the Security Act, etc. I don't think, from a political standpoint, there is anything to lose.

We have developed this year the support of a number of national organizations as evidenced by telegrams, etc.—we have a drought—we have fires after the drought—let us prove whether or not the Conservation idea works.

H.M.K.

[Notation: A: LEHAND] Mac OK[1]

[13:OF 378:T]

[1]This indicated Roosevelt's willingness to see Baker who had called again at the White House on August 11 to ask for an appointment (Kannee to Roosevelt, Aug. 11, 1936, OF 378). McIntyre was obliged to tell him, however, that because of the press of official business, and because action had already been taken on migratory bird regulations, the proposed appointment should be postponed (McIntyre to Baker, Aug. 20, 1936, OF 378). Baker replied August 20 (OF 378) that he had not wished to discuss migratory waterfowl hunting regulations but the larger subject of the Administration's record in wildlife conservation. He said that while the President was known to be especially interested in conservation, Federal agencies during his Administration had been "very destructive, on balance," to wildlife resources, and he had hoped to discuss with him a means of placing him in a better light before conservation-minded voters.

537 MEMORANDUM ON THE SHELTERBELT BY EARL W. TINKER, ASSISTANT CHIEF, FOREST SERVICE

[WASHINGTON] *August 15, 1936*

The Plains Shelterbelt

Description: The Plains Shelterbelt, as originally conceived, included a strip one hundred miles wide from Canada to a line just north of Abilene, Texas, following approximately the 100th Meridian. The territorial limitations were established to allow concentrated efforts to secure the effects of mass tree growth, and for reasons of economy. The western limit is approximately the limit of effective moisture conditions to permit establishment of trees. Lands within the zone and to the east are reasonably productive and will sustain a permanent agriculture. Under the plan, approximately 16 acres out of each section of land with favorable soil conditions (or approximately 25 acres per thousand), would be planted. Four types of planting work are involved.

1. Strips. Strips of about 8 rods in width (132 feet) and of undetermined length, oriented to protect the soil from blowing, and to protect the crop-land from hot winds. 15 to 20 rows of trees and shrubs are involved in these strips, the rows being planted from 4 to 10 feet apart in the strip.

2. Farmstead Planting. Plantings of 6 to 12 rows of trees and shrubs around farm buildings to protect the dwellings from high winds, both summer and winter, and to provide shade.

3. Woodland Planting. Similar rows of solid plantings on areas favorable to tree growth, to provide fuel, posts, poles and game cover.

4. Solid Block Planting. Plantings on relatively large areas of land in public ownership, such as sand dunes and river breaks, where such areas are submarginal for agriculture.

Benefits of Tree Planting in Prairie-Plains Region

The six States in which the Shelterbelt Zone was located include 418,000,000 acres, and 1,156,000 farms. 325,000,000 acres are included in these farms, giving an average farm size of 281 acres.

The following benefits would accrue from the continuation of the Shelterbelt program:

1. Soil blowing would be minimized. Scientific investigations indicate a diminution of surface wind velocity extending from 15 to 20 times the height of the barrier.

2. More even spreading of snow through prevention of drifting.

3. Modification of extremes in temperature which frequently may be sufficient to prevent crop failures.

4. Records of farm experiment stations indicate shelterbelts may increase grain yields as much as 25%.

5. Protection of livestock from excessive temperatures and winds. Such protection means decreased feeding during winter.

6. Betterment of social conditions. Shelterbelts appreciably increase farm tenure through

making the farm a more attractive place on which to live, breaking the monotony of the prairie landscape, furnishing shade, and creating generally better living conditions.

7. Furnish cover for the natural propagation and protection of wild life and game.

8. Provide supply of fence-post material, fuel-wood, etc. in a region where an extreme scarcity of such material exists.

The success of the Shelterbelt plantings, except under most abnormal conditions, is assured through years of scientific investigation by the Forest Service and the Bureau of Plant Industry, both of the Department of Agriculture.

Accomplishments to Date in the Shelterbelt Project

In	1935	125	miles of field shelterbelt
	1936	1,156	miles of field shelterbelt
	Total	1,281	miles of field shelterbelt
In	1935	5,015	acres of farmstead planting
	1936	1,400	acres of farmstead planting
	Total	6,415	acres of farmstead planting

Total acreage planted (1935-1936)	32,035 acres
Total number of trees planted	23,771,000
Survival: The 1936 survival averaged on July 1, 1936 for all trees planted in 1935 and 1936	81.2%

Employment: During 1936—19,429 man-months of labor were provided.

Cost: Cost per tree planted—Approximately $0.07

Present Status

Action by the 74th Congress placed the Shelterbelt Project on a liquidating basis. This means that as rapidly as the fifty to sixty million trees now in the nurseries can be utilized through distribution, or otherwise, the project is being terminated. However, the current relief program is giving employment to thousands, and is demonstrating the need for continuing the work on some basis.'

[13:OF I—C:T]

[1]This memorandum bears no address; it was perhaps directed to Secretary of Agriculture Wallace through Forest Service Chief Silcox. In addition to the part here printed there is a section entitled, "A Farm Forestry Program." The Norris Farm Forestry Bill (S. 4723), described earlier, was intended to give effect to this program. For a review of the Shelterbelt from its inception to June 30, 1936, see *Report of the Chief of the Forest Service, 1936,* pp. 41-44.

538 ROOSEVELT TO ERNEST C. OBERHOLTZER, EXECUTIVE SECRETARY, QUETICO-SUPERIOR COMMITTEE, Ranier, Minnesota

HYDE PARK, NEW YORK, *August 17, 1936*

MY DEAR MR. OBERHOLTZER: Your letter of July twenty-fourth and the accompanying resolutions have been read with interest and appreciation.[1] The Quetico-Superior Committee appears to be progressing toward the attainment of its objectives to a degree which justifies the hope that the concept of a great international forest in the Rainy Lake watershed will in time become a reality.

I infer from your letter that the executive departments concerned are cooperating with your committee in carrying out the several proposals covered by the resolutions accompanying your letter, with the possible exception of those which require further allotments of funds. You, of course, are aware of my personal interest in all phases of forest conservation including the acquisition of additional lands for national forest purposes, both in the Quetico-Superior region and elsewhere. At the moment, the provision of additional funds for that purpose involves difficult problems of law and financial management, but I am hopeful they can be solved and the work carried forward on an adequate scale.[2]

With cordial good wishes, Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1119:CT]

[1]Oberholtzer reported on the committee's efforts to secure a treaty with Canada for the establishment of a ten-million acre international forest on the Minnesota-Ontario boundary. The resolutions referred to are the instructions of the committee to its members or agents and its recommendations to the agencies cooperating with it.

[2]Drafted by the Forest Service.

539 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Aug. 19, 1936*

MY DEAR MR. PRESIDENT: Transmitted herewith is a copy of a letter of even date which I have addressed to the Honorable, The Secretary of Agriculture, concerning a recently published report prepared by the National Forest Service. This letter contains a review of the report insofar as it concerns the Interior Department.

Information has reached me that the report is being used to antagonize western livestock interests against your administration. At a recent meeting of the Wyoming State Wool Growers' Association in Sheridan, Wyoming, the report was severely condemned. I am informed that Senator O'Mahoney advised the stockmen at this meeting that the report is not representative of any policy of your administration.

Sincerely yours,

HAROLD L. ICKES

[13:OF I—C:TS]

540 *[Enclosure]* HAROLD L. ICKES TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON *[Aug. 19, 1936]*

MY DEAR MR. SECRETARY: Under date of April 29, 1936, the Senate Committee on Agriculture and Forestry ordered printed as Senate Document No. 199, a report entitled *The Western Range.* This report was submitted to you by the Chief of the Forest Service, ostensibly in compliance with Senate Resolution 289, 74th Congress, 2nd Session. This resolution requested the Secretary of Agriculture to transmit to the Senate a report incorporating certain information accumulated as a result of many years of research and administration of the national forests, and in addition to transmit recommendations as to constructive measures.

The report contains more than 600 pages of printed material, tables, maps, and other illustrations. It was forwarded to the Senate four days after approval of the resolution requesting the information purported to be contained therein. Obviously the report was prepared prior to the resolution and I feel some justification in assuming that the resolution was introduced at the request of some member of your department.

The report sets forth recognized principles of conservation and reasonably well established facts, but intermingled therewith are expressions of ill-considered opinions and discussions concerning matters within the jurisdiction of the Interior Department. All of the report is given the dignity of an authoritative pronouncement by a statement in a letter of transmittal from the Chief of the Forest Service that the report contains all pertinent information that could be obtained from any Federal Agency. The Interior Department, however, a Federal agency more definitely concerned with the western range than is the Forest Service, was not called upon for information to be used in the report, was not consulted as to its issue and had no part in its preparation.

The report covers an area of 728 million acres, about 39 per cent of which is under Federal jurisdiction. A total of 12 per cent of the land is said to be under control of the Forest Service. The remaining 27 per cent comprises land in which regulation of the range is, for the most part, an Interior Department function. For this land, as well as for the public land within national forests, the General Land Office, the Geological Survey, Office of Indian Affairs, the Bureau of Reclamation, the National Park Service, and the Division of Grazing, in connection with their regularly assigned duties, have assembled a volume of factual material that should be incorporated in any comprehensive report on the western range region.

Failure to consult the Interior Department in the preparation of the Western Range report has resulted in an incomplete and inaccurate discussion, especially in outlining national land policies adopted in the administration of the public domain. The administration of these policies is a major Interior Department function and the report implies throughout that outstanding leadership for the proper performance of this function has been lacking. The report then offers as constructive suggestions conservation measures for the public domain that comprise part of a program not only advocated by this department for more than a half century but now rounded out by the enactment of the Taylor Grazing Act of June 26, 1934, as amended June 26, 1936.

The report also insists that management of the public domain should be centered in one department, and that, the Department of Agriculture. Such activities as relate to power reserves, reservoir site reserves, irrigation projects, recreation and scenic withdrawals, stock water reserves, stock driveway withdrawals, mineral reservations, public range reserves, grazing districts, leasing or other disposal of isolated tracts of public lands, and various miscellaneous purpose reservations on the public domain are now largely centered in the Interior Department. They contemplate conservation of every natural resource on the Federal domain except timber in national forests and wild life in Federal game reservations. These excepted activities are under the jurisdiction of your department but in the administration of the public domain not included in forest and game refuges, conservation of timber and game

is a function of the Interior Department.

The Taylor Grazing Act under which range conservation on the public domain is established as a function of the Interior Department is made a topic of extensive discussion. Delay in enacting this legislation is given special emphasis in the report. It is strange that attention should be invited to this delay by that agency in your department which exerted every effort to secure the veto of the legislation. This same agency for many years has interposed intangible but real obstructions to such legislation mainly by attempting to incorporate in legislative proposals for the public domain, inapplicable rules and regulations adopted by your department for forest reservations. Apparently the assumption that administration of grazing lands should be identical with the administration of the national forests is now abandoned by a statement in the report that the Forest Service and Grazing Service should be maintained as separate entities.

In a chapter headed "Unsuitable Land Policy" the report discloses either a reckless disregard for accuracy, or lack of proper consideration of opinions heretofore propounded by the best minds in the nation including experts of your department. In discussing enlarged homesteads the chapter states:

> In spite of the growing appreciation that crop agriculture was unsuited to most of the west and that economic range use must be substituted as the basis for land disposal, laws continued to pass which encouraged passage of title to private ownership with little regard to the area required, under proper use, to support a family.

The enlarged homestead act of 1909, sometimes known as the dry farm homestead law, is then described as among the "less wisely conceived" enactments establishing a national land policy. The influence exerted by your department in the formulation of that national land policy however is not mentioned, although the public records contain abundant evidence of the exercise of that influence.

Early in this century the Department of Agriculture began a systematic study and promotion of dry-land farming and the annual report of the department for 1908 states that a vast region formerly considered as of little use for cultivation is rapidly becoming of considerable agricultural importance under guidance of the department. Even in 1916 your department reported that it had introduced improved methods of dry farming that had opened up "vast areas of semiarid country which before were given over to sagebrush and cactus, the rattlesnake and the prairie dog." Should not your department therefore accept basic responsibility for the subsequent economic distress of settlers on dry farm homesteads in this area which contains most of the "abandoned shacks," "worn-out tractors" and "fallen-down barns," cited by the Forest Service as witnesses of improper national land policies?

The stock raising homestead law is described in the report as the most unfortunate of the land disposal laws and in a quoted statement by the Assistant Chief of the Forest Service as an outstanding example of a reasonably good law unwisely and improvidently administered. Apparently the reader is supposed to select which of these two inconsistent positions the report presumes to establish. Actual factual basis to support neither theory is submitted. Tables are copies from Interior Department reports in support of the alleged unwise administration but the discussion of these tables and their interpretation is erroneous. Whether the stock raising homestead act was in fact mainly beneficial, or mainly detrimental, to the West, is unknown and can be determined only by exhaustive research studies.

The discussion also states that a procedure for making waterhole withdrawals was not developed, while as a matter of fact since March 29, 1912, every application to appropriate land under the public land laws has been examined to determine whether valuable public watering places or key areas were involved. Where appropriate the involved land has been included in a public water reserve and the application rejected. In addition, since April 17,

1926, every applicant for public lands has been required to submit an affidavit certifying that no springs or waterholes needed for public purposes were involved therein.

The operation of the Mizpah-Pumpkin Creek grazing district, which has been under Interior jurisdiction since its organization under the act of March 29, 1928 (45 *Stat.* 380),[1] is discussed in one chapter and it is indicated that this district has been successful because of the counsel and advice of the Forest Service. The plan followed in that area, however, contains the essential elements of a grazing plan proposed by the Interior Department long prior to the creation of the Forest Service and is consistent with plans now being developed by this Department in organizing grazing districts under the Taylor Grazing Act.

The report repeatedly urges transfer of administration of the Taylor Grazing Act to the Department of Agriculture. Underlying this proposal is the calm assumption that all competence in the administration of grazing resides in the Department of Agriculture, and that the Interior Department is entirely innocent of competence in this field. I shall not comment further on such an assumption by one department of government about another, or upon the propriety of thus seeking to create a prejudice against this department.

The report is critical of several provisions of the Taylor Grazing law based upon a legal construction of the act. Some of these criticisms are a reiteration of objections that were urged upon the President in an effort to secure a veto of the original law at the time of its passage by the Congress. Others have been cured by the amendatory legislation enacted June 26, 1936. The President referred the objections offered in favor of a veto to the Attorney General who reported that in his opinion they were without substance. Thereafter, on June 26, 1934, the President approved the Taylor Grazing Act and issued a statement from which the following passage is quoted:

> The passage of this act marks the culmination of years of effort to obtain from Congress express authority for Federal regulation of grazing on the Federal domain in the interests of conservation and the livestock industry. . . . The Federal Government by enacting this law has taken a great forward step in the interest of conservation which will prove of benefit not only to those engaged in the livestock industry but also to the nation as a whole.

Repetition in this report of criticisms heretofore held inadequate to justify a veto of the Taylor Act is a criticism of the President. Furthermore, under the guise of an objective technical document the report not only contains propaganda by one department of the Federal Government against another, but also attacks the private owners of western range lands. The report gives the Forest Service alone a creditable record. I am truly amazed that an organization composed of technically trained experts who have selected as a career the protection of the public interest in a most valuable natural resource should sponsor a report of this character. I am even more amazed at such sponsorship in the light of the valuable help in organizing the administration of the Taylor Grazing Act that has been afforded by many members of the Forest Service other than those who contributed to the writing of this report. The most astonishing thing of all is that one department, at public expense and without presidential sanction, should issue what is a thinly veiled attack upon a sister department. Such a report tends to create public prejudice against the good faith of all Federal agencies and in my opinion is injurious to the public service and to the administration.[2]

Sincerely yours,

[HAROLD L. ICKES]

[13:OF I—C:T:COPY]

[1]This authorized the Secretary of the Interior to lease certain public lands in Montana for grazing.

[2]Answered *post*, 569.

541 ROOSEVELT TO GOVERNOR ROBERT L. COCHRAN, Lincoln, Nebraska

WASHINGTON, *August 21, 1936*

[Telegram] As you probably know, I am coming West next week to get at first hand all the information I can with respect to the situation in the drought area. We plan to arrive in Des Moines early morning Tuesday September first and I would appreciate very much if you could find it convenient to meet us there for a general discussion of the situation. To this conference I am also inviting Governors Herring, Park, Marland and Landon. I am asking Governor Herring as our host to advise you as to the detailed plans for the conference.[1]

FRANKLIN D. ROOSEVELT

[13:PPF 6642:T]

[1]Similar telegrams were sent to the governors and other officials of states in the drought area. With the text of this telegram as published in Rosenman (ed.), *Public Papers*, V, 293, is a lengthy note describing the conference and the stops made en route to inspect drought conditions at first hand.

542 ROOSEVELT TO THOMAS D. CAMPBELL, PRESIDENT, CAMPBELL FARMING CORPORATION, Hardin, Montana

[WASHINGTON] *August 24, 1936*

MY DEAR MR. CAMPBELL: Your letter of July twenty-seventh was sent to Secretary Wallace for his information. I shall also refer to him your later letter of August first.[1]

In considering the work needed on any particular tract of land or in any particular region, we come quickly to many administrative problems. Quite obviously, the Federal Government cannot provide all the funds needed for carrying on extensive erosion-prevention and conservation work on all of the privately owned lands in farms. It cannot do so even for those areas most acutely in need of such work. Consequently, we must first decide what things can be done by the Federal Government, with some uniformity, in different areas; secondly, we must decide on principles under which the Federal Government can cooperate with States and local associations in forwarding sound soil conservation practices.

The Soil Conservation Service already has done vastly more control work than ever before has been attempted in this country. But its funds are limited. Its work has been chiefly of three kinds: first, on publicly-owned lands, some quite intensive erosion-prevention work has been done; secondly, more than one hundred and fifty demonstration projects have been established so that farmers generally might become acquainted with all of the various erosion-prevention and soil-conserving practices; thirdly, through CCC camps both of these functions have been supplemented in places of most acute need, usually where there is a quasi-public character to the tracts on which the work is done. A fourth type of activity is just being started. This consists in cooperative arrangements with locally formed soil conservation associations, where major responsibility in initiating and carrying on the work rests with the association. The Soil Conservation Service provides certain technical help, supervision, and such operating assistance as may be found feasible. Such associations can be formed only under State law. Most of the States have not yet enacted the necessary laws.

All of these activities of the Soil Conservation Service are now going forward to the full limit

of moneys appropriated, and have been expanded throughout the country, but chiefly in the drought States, under allotments of WPA funds. Just how much further this expansion can be carried depends upon the availability of funds and of trained technicians. Federal and State agencies already are utilizing most of the people who have been sufficiently trained for work of this kind.

Individual landowners, local communities, and the States must accept the highest degree of responsibility possible. I think they will do this. If they do, the resources of the Federal Government can be used on a wide front to provide basic surveys, technical guidance, and other help. I am most appreciative of your interest in this work. The Department of Agriculture will do everything in Montana it consistently can.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] Pres' handwriting: "I hope to see you one of these days soon."

[13:PPF 2533:CT]

[1]Campbell was a farming engineer and at one time was a consultant to the U.S.S.R. on agricultural matters. From 1935 on he carried on an extensive correspondence with Roosevelt. In his letter of July 27 (PPF 2533) he urged erosion control and water conservation in the drought areas rather than removal of the people. The other letter is not present.

[2]Drafted by the Agriculture Department.

543 GREAT PLAINS DROUGHT AREA COMMITTEE REPORT

[WASHINGTON, *August 27, 1936]*

SUMMARY OF CONCLUSIONS CONTAINED IN THE REPORT OF THE GREAT PLAINS DROUGHT AREA COMMITTEE:[1] Arrest of the wastage of soil by erosion and efficient use of the water resources of the region are basic in any long range program for the Great Plains Drought Area.

Accomplishment of these two objectives involves engineering, proper agricultural practices, financing and a revision of policies by all public agencies concerned.

The region should be divided into sub-areas and studies should be made to determine the kinds of agricultural practice and engineering treatment required to fit each portion to its indicated use.

Certain submarginal lands should be taken permanently out of commercial production.

Soil conserving practices should be followed on arable lands, such as re-grassing, contour plowing, listing, terracing, strip-cropping and the planting of trees. Grazing can often be benefitted by contour furrowing and water spreading. Grazing and cropping should be carefully integrated.

Water should never be allowed needlessly to go to waste. In addition to the water conservation which is inherent in soil conserving practices, thousands of small but substantial dams should be constructed. These serve to hold back run-off for use in dry periods, provide a more adequate water supply for stock and help to insure a feed supply by making small

irrigation systems for groups of families possible. In many places, flood irrigation by water-spreading is feasible. Some readjustment of water rights appears essential, since it is contrary to the principles of conservation to allow water to be diverted to poor lands when there is not enough to supply neighboring lands of better quality.

The work relief program, the program of major public works and action by farmers themselves, working in cooperating groups, can contribute to the carrying out of this program. Long term credit must be made available to farmers attempting to help themselves. In addition, public acquisition of lands too seriously injured to warrant restoration by private enterprise should be continued if the change which is urgently needed in the land use patterns of the region is to be accomplished. Federal, State, and County Governments should cooperate in this activity.

Land not too far depleted for restoration should be leased or optioned by the Government with the stipulation that the owners carry on an approved program of restoration to grass or forest.

City zoning ordinances should be studied for precedents for public action to protect land against uses held to be harmful to the public interest.

Wherever possible the cooperative principle should be invoked and encouraged. The Taylor Grazing Act and the grazing regulations in the National Forests and on State lands should be administered with the definite aim of stimulating cooperative grazing associations. Assistance should be offered such grazing associations to prevent overgrazing of their lands.

Local committees should be encouraged, to insure that the wishes and interests of local people receive adequate expression. All governmental agencies should consult and cooperate with these local committees.

All of the proposed activities should be coordinated parts of a well-devised program envisaging the entire region. The emergency is a test of the democratic system which can be met without any exercise of arbitrary power by any agency.

We need to know approximately how many people the region should be expected to support under conditions of scientific agriculture. We need to know to what extent population could voluntarily be relocated with advantage to itself. Aimless intra-regional migrations should not be encouraged; yet in many cases a different grouping might produce happier and more prosperous communities. At present it cannot finally be said whether or not the region can support adequately the population now residing within its limits. In the long run a change from cropping to grazing would undeniably reduce the population of some areas. Nevertheless, it is possible that a sounder agricultural economy, with more opportunities for assured family incomes and higher living standards, might increase subsidiary opportunities for employment. The fundamental purpose of any worthwhile program must be not to depopulate the region but to make it permanently habitable. The drift away from the Great Plains has already begun and is likely to continue unless remedial measures are taken without delay.

The regional agriculture must rest on the development of holdings which will actually support a family in independence and comfort. Undoubtedly these holdings must be larger than those now prevailing in many parts of the Plains, while in other parts farmers are attempting cultivation of too much land.

Since tenancy, imposing upon the tenant the necessity of "mining the land" is peculiarly unfitted to conditions now existing on the Great Plains, there would seem to be justification for the use of the public credit to enable competent tenants to purchase and operate their own

farms.

We recommend thorough exploration of the possibilities of covering the unavoidable risks resulting from the irregular alternation of good years and bad by some form of insurance. A proposed solution, which studies by the Department of Agriculture indicate may be actuarially sound, calls for the collection of a portion of the surplus in bumper years with repayment in kind during years when crops fall below normal.

We are convinced that in many vital respects the initiative must be taken by the Federal Government. We suggest a study to determine what new Federal legislation, if any, may be necessary in order to permit the central Government to promote the transfer from crop to grass farming where necessary.

We recommend the establishment of a Board, representative of pertinent Federal and State agencies, to integrate and implement the lines of action suggested. The Board should suggest ways in which current relief activities may in considerable measure be made the first steps in the consummation of a long range program. The various agencies at work in the field should have co-terminus areas and the unit should be the County or District composed of several counties.

We endanger our Democracy if we allow the Great Plains or any other section of the country to become an economic desert.

[13:OF 2285:T]

[1]*Report of the Great Plains Drought Area Committee, August, 1936* (Washington, 1936), a seventeen-page pamphlet. The summary here printed was issued as a press release on Aug. 27, 1936.

544 PRESIDENTIAL DROUGHT CONFERENCE FOR MISSOURI, The State House, Des Moines, Iowa, Thursday, September 3, 1936, 2:30 P.M.

[Excerpt] Present: Franklin D. Roosevelt, President of the United States; Gov. Guy B. Park; Sen. Bennett Champ Clark; Sen. Harry S. Truman; Mathew S. Murray, WPA; R. C. Smith and State Director Nicholson, RA; F. W. Niemeyer and Walter Rust, FCA; Robert K. Ryland, NEC; Secretary Wallace; Harry Hopkins and Howard Hunter; Rexford Tugwell; Governor Myers; Robert Fechner, CCC; Commissioner Goss; Eugene Leggett; Alfred Stedman. . . .

President Roosevelt: I just want to make a suggestion—in going through the country I have become more and more convinced that we ought to have some form of a complete individual farm survey for the whole of the drought area and probably eventually of the whole United States. The insurance companies have been carrying on for a good many years the same sort of idea. The card of the individual farm borrower of the insurance company contains statistics as to the type of land, as to the type of crop, and so forth and so on. Now if we had—and it probably is a matter that should be financed, at least in part, by the federal government—a complete survey of every farm we would be able to know a great deal better what the chances are for a farmer to make good on his particular farm. There are obviously some on farms today who should be told frankly that they never will come through if they keep on where they are. There are others who can after a survey of that kind, if it is explained to them they are going to lose their farm unless they put in soil erosion prevention. And in that way we will know a great deal better in the future what the individual needs of the individual farm family are. It is a thing that will probably take a very long time or a great deal of money. We have done it I think, Rex, in some portions of the Dakotas.

Professor Tugwell: Yes, it has been done in industry with some Government Agencies working together, and if your state authorities would work we could get legislation for that in January, do it in conjunction with the state authorities.

President Roosevelt: If your state authorities could work for some state legislation on that in January and do it in conjunction with your agricultural colleges, and so forth and so on in the state, it seems to me we will have a much better picture and a much better idea of what is needed to avoid drouth conditions, soil erosion and lack of water in every part of this drouth area, than if we go about it more or less hit or miss.

Governor Park: Of course, in Missouri we know what caused this condition is, it has been cutting timber along the streams and hollows letting the water rush out, and we have got to get back of that.

President Roosevelt: You have got to do a great deal of reforesting on the top slopes.

Governor Park: Yes, no doubt about it.

President Roosevelt: Of course, it is a big program and it cannot be done in two, three or five years, but will probably take twenty-five years at least, to complete it but we can start it, and whatever we spend will come back many times over.[1]

[13:PSF:DROUGHT CONFERENCE:T]

[1]The transcript of the proceedings of the several conferences, "Presidential Drought Conference, Des Moines, Iowa, September 3, 1936," amounts to 100 typed pages. This and the following selections comprise Roosevelt's comments on the long-range conservation problem. The greater part of the conference was, of course, devoted to the relief crisis resulting from the drought.

545 PRESIDENTIAL DROUGHT CONFERENCE FOR IOWA, The State House, Des Moines, Iowa, Thursday, September 3, 1936, 3:20 P. M.

[Excerpt] Present: Franklin D. Roosevelt, President of the United States; Gov. Clyde L. Herring; Sen. L. J. Dickinson; L. S. Hill and George Keller, WPA; R. C. Smith and State Director Lodwick, RA; Frank O'Connor and Mr. McCumsey, FCA; John J. Hughes, NEC; Secretary Wallace; Harry Hopkins and Howard Hunter; Rexford Tugwell; Governor Myers; Robert Fechner, CCC; Commissioner Goss; Eugene Leggett; and Alfred Stedman. . . .

President Roosevelt: That brings up, what shall we do in the way of these projects. Of course secondary road building is a very fine thing, but secondary road building does not help the problem of the drought in the years to come. Therefore it seems to me that we ought to use our money that is spent on WPA just as much as we can in the long range planning against drought. Now, you have in this state a great deal of erosion. It seems to me that would be an extremely useful project, a serious project for us to concentrate on in our WPA work.

Governor Herring: No doubt about that; that is of first importance with us.

President Roosevelt: How about the building of ponds?

Governor Herring: That is all right in some counties. We have some counties, of course, that will not hold water if you build the ponds; after building your pond it will not hold the water. We have some soil in which you just can't keep the water. Henry, you know that situation in some of your counties down there.

Mr. Hill: Along that line, Mr. President, we think it would be very helpful in the matter if you can find some manner of liming these counties so they will produce leguminous crops, and under the WPA we can do it on private property. Yesterday we had a meeting and drew a resolution along that line that I suppose will meet the requirements you are talking about.

President Roosevelt: And how will you get title to land that is overflowed by ponds?

Governor Herring: That would not affect us so very much. It is rougher country in the south part. As I say, you go up in a plane and you will think the whole southern part of Iowa is washing down into the rivers.

President Roosevelt: Can you get title or an easement?

Governor Herring: If you are going to do that it has got to be done on private property, that is the difficulty about it.

President Roosevelt: We find further west you can almost always get the farmer or the school district or township to give an easement which would allow his neighbors to come in and use his pond for stock.

Governor Herring: We don't have much of that. We don't need the ponds. We have erosion of those rough lands washing down through the muddy creeks.

President Roosevelt: What are the county commissioners doing? Are they doing anything in the way they are doing it in the South, buying terracing machines and then renting them out to the individual farmer?

Governor Herring: I don't think there is much of that being done.

Mr. Hill: Very little. In southern Iowa, Appanoose.

President Roosevelt: Is that a possibility in the future?

Mr. Hill: It ought to be. Hasn't been to any great extent.

President Roosevelt: That has been a very substantial contribution to a great part of the cotton land in the South. The county commissioners buy the terracing machine and then rent it out. It terraces twenty to thirty acres a day, at comparatively little cost. Do you know how much it is an acre?

A Conferee: About $4,000.

President Roosevelt: I mean an acre.

Mr. Fechner: About $3.00 to $6.00 an acre, depending on the type of terrace. They build them a little cheaper in the South because they can get a little smaller terrace than we can in this section. In this region it will run from $2.00 to $5.00 or $6.00 an acre, depending on the condition of the land for building terraces.

Mr. Prior: I think some of that was done by voluntary association.

A Conferee: To a very limited extent. We want it more fundamental than that. Here is the question of agriculture, to get more leguminous crops going, hold the moisture.

President Roosevelt: Will that help stop erosion?

A Conferee: It will be following out better cropping perhaps. We can raise more than at the present time in our eroded areas, and limestone will make that possible too. There is little erosion on clover land or grass. Of course we all know corn following clover or grass produces much better than it does following corn, and erosion is about 1/5 as great.

President Roosevelt: What is being done in the state to take out of cultivation some of the higher land and putting it in pasture or trees?

Governor Herring: There has been quite a bit done. The figures show forty-five per cent increase in acreage of alfalfa in 1936, as contrasted with 1932. That is due to the AAA benefits, that forced it over into that.

[13:PSF:DROUGHT CONFERENCE:T]

546 PRESIDENTIAL DROUGHT CONFERENCE FOR KANSAS, The State House, Des Moines, Iowa, Thursday, September 3, 1936, 3:50 P. M.

[Excerpt] Present: Franklin D. Roosevelt, President of the United States; Gay. Alfred M. Landon; Sen. Arthur Capper; Dean Call; Dean Umberger; Dr. Grimes, State Agricultural Commissioner; Mr. Knapp, State Water Engineer; Evan Griffith, WPA; Walton Dodge, RA; Hugh Harrell and Dave Mullendore, FCA; Jonas Graber, NEC; Secretary Wallace; Harry Hopkins and Howard Hunter; Rexford Tugwell; Governor Myers; Robert Fechner, CCC; Commissioner Goss; Eugene Leggett; Alfred Stedman. . . .

President Roosevelt: That brings up the other factor, which is soil erosion. There has been some done on it, not an awful lot. Of course, as you know, I am very enthusiastic about tree planting. There are lots of these higher lands that we can get trees on. It will take a long time.

Governor Landon: In this farm pond plan, I will have to refer to Mr. Knapp to know how it is followed out. It was the idea that trees be planted around these farm ponds. Was that carried out?

Mr. Knapp: I think something has been done. Not as much as might be done.

President Roosevelt: Then on the erosion itself. I think, of course, you have got some erosion problem in Kansas. Not as much as in some states.

Governor Landon: We have quite an erosion problem. I would like to have Dean Call speak on that.

Dean Call: In the northeastern part of the state we have a very serious problem. In other sections it is also serious. Of course, as compared with more rolling states you wouldn't say our problem is serious, but we have localities in Kansas where it is an exceedingly serious problem.

President Roosevelt: What are we doing on that at the present time?

Dean Call: We are working, of course, with the soil conservation service.

President Roosevelt: How many CCC camps are working on erosion?

Mr. Fechner: Nearly all on these big dams, Mr. President.

Dean Call: We have several camps on erosion. I should judge at the present time probably six

or eight, not more than that, probably six or eight.

President Roosevelt: What are they doing?

Dean Call: Doing various types of work. We have not proceeded as rapidly in Kansas with the construction of terraces as they have in some sections. We feel the need of feeling our way somewhat in the use of terraces.

President Roosevelt: Is there much interest in them?

Dean Call: There is great interest in them, Mr. President, yes. Great interest in them. They have done some work of that character, doing excellent work in cleaning up pastures of undergrowth so that the grass can come in. That will help control erosion. In the western part of the state they have been cleaning cactus out of pastures. That has been helpful in improving the grass cover and in that way reduces erosion. The program is going forward very satisfactorily, I should say, in our state, and considerable relief labor is being used; not only CCC camp labor but other relief labor, on these projects.

President Roosevelt: They have done a good deal more in the Southeastern states on terracing than we have in the North and Middle West.

Governor Landon: As the Dean says, our agricultural college people wanted to go a little slow on the terracing, for technical reasons, until it is developed a little more, from experience, what to expect from it.

President Roosevelt: In the South they are using two methods. One in the purchase of the terracing machine through cooperatives, and the other, the purchase of the machine through the county commissioners, and then renting it out at so much an acre or so much a day, depending on the county or the land.

Dean Call: Mr. President, we feel that most of our terrace work should be done with the equipment that the farmer has on the farm or can secure from the township trustees or the county commissioners. We believe we should make our terraces somewhat smaller than they have done in the South. And that is one reason why we want to feel our way. Another reason is, there are certain insect problems that may develop. You take the terrace line running through a field, uncultivated, furnishes a place for grasshoppers to deposit eggs. We do not know but what we will have more insect trouble where those terraces cross our fields than we would have with them not present. There are a number of things we feel we want to know about those possibilities.

[13:PSF:DROUGHT CONFERENCE:T]

547 PRESIDENTIAL DROUGHT CONFERENCE FOR OKLAHOMA, The State House, Des Moines, Iowa, Thursday, September 3, 1936, 4:35 P. M.

[Excerpt] Present: Franklin D. Roosevelt, President of the United States; Gov. E. W. Marland; Sen. Thomas P. Gore; Sen. Elmer Thomas; State Sen. Al. Nichols; State Sen. James Nance; State Sen. Ed. King; Col. W. S. Key, WPA; D. P. Trent, RA; Hugh Harrell and Dave Mullendore, FCA; Forrest Parrott, NEC; Secretary Wallace; Harry Hopkins and Howard Hunter; Rexford Tugwell; Governor Myers; Robert Fechner, CCC; Commissioner Goss; Eugene Leggett; Alfred Stedman. . . .

A Conferee: But have you considered irrigation? To any extent?

President Roosevelt: I was going to come to that. In talking with the people in the upper Missouri valley, there is a great deal of bottom land where probably by the establishment of a reservoir and pumping station where you have got a constant river flow, you can put a good many acres under cultivation. You have got some of that in Oklahoma. Have you got any irrigation plans?

Governor Marland: We have plenty of plans but we haven't any work going on.

A Conferee: In Oklahoma they investigated and surveyed about twenty-five years ago and about the time they got the survey completed and ready to build a flood came and washed the dam and the engine they had for pumping water away and everything else.

President Roosevelt: You—in other words, you have got to have stream regulation first before you can put in large irrigation projects. There is a very important thing on that I have been worried about going through these different states, it depends somewhat on the Federal law the same as on the state law, and as a general proposition on the establishment of an irrigation district. It ought to be undertaken not for the benefit of the man who happens to own the land at the time, but rather with the idea that we will provide comparatively small irrigated tracts which we can offer for settlement to people who are taken off the submarginal land, and give them some place to go. One thing that disturbed me yesterday out in Nebraska's projects is that under this authority, whatever they call it that is building it, the existing landowner in this district that is to be irrigated will get the first whack at it and there is nothing to prevent the individual from accumulating 500, 1,000 to 1,500 acres of irrigated land provided he has enough capital to carry it. It doesn't guarantee a subdivision of that irrigated land into 50 or 60 acre tracts where an individual can make a living. It seems to me that if you go into a fairly good sized irrigation project, I mean anything from a couple of thousand acres or up, we ought to really get the title to the land in the first instance and then subdivide it for the use of the people who come off of the submarginal land or farms.

Governor Marland: I think the big landowner in Oklahoma is some-think you don't need to fear. We have exempted the homestead up to $1500.00 and we are going to force the large landholders to subdivide. There is no need to worry about the big landowner in Oklahoma after the next legislature.

A Conferee: Will your ad valorem tax credit be on that in the higher acres?

Governor Marland: If a man has a little farm and has an exemption of $1500.00, the value above the $1500.00 will have to carry the tax burden for the county, you see, if you only exempt $1500.00 on the homestead.

Mr. President, your agricultural agency proposed this some years ago, there is a typical farm pond I would like to see.

President Roosevelt: Your soil taking it by and large will hold water?

Governor Marland: Yes.

President Roosevelt: I mean these ponds won't seep out in a drouth or dry time of year?

A Conferee: A pretty high grade soil, impervious.

[13:PSF:DROUGHT CONFERENCE:T]

548 PRESIDENTIAL DROUGHT CONFERENCE FOR NEBRASKA, The State

House, Des Moines, Iowa, Thursday, September 3, 1936, 5:20 P. M.

[Excerpt] Present: Franklin D. Roosevelt, President of the United States; Gov. Roy L. Cochran;[1] A. D. Morrell, WPA; D. P. Trent, RA; Hugh Harrell and Dave Mullendore, FCA; Forrest Parrott, NEC; Secretary Wallace; Harry Hopkins and Howard Hunter; Rexford Tugwell; Governor Myers; Robert Fechner, CCC; Commissioner Goss; Eugene Leggett; Alfred Stedman. . . .

President Roosevelt: I would say if there is any one of the professions in which there is a great dearth, it is farm engineering and forestry; a real dearth of trained personnel. How about the forestry end of it? What are we doing in the state? I know we are not doing enough.

Governor Cochran: We have lost thousands of trees this year. We have one active forester in Nebraska, out in the sand hills.

President Roosevelt: Have you any state nurseries?

Governor Cochran: No, sir.

President Roosevelt: They don't cost much. I recommend state nurseries very highly. After you get them started they pay for themselves.

Governor Cochran: We are doing a great deal of planning incident to road construction use.

President Roosevelt: Yes. And using trees as snow fences.

Governor Cochran: Yes.

President Roosevelt: I think that is a very important thing in a lot of this snow territory. Instead of a snow fence a line of trees will do exactly the same thing if they will grow.

Governor Cochran: I think it is in prairie country where you can get the right-of-way.

A Conferee: We have a white-collared project for forestry research, which, at least in my own opinion, has increased the interest in tree planting in Nebraska. For instance, we drew a model plan for planting trees around school houses. When that was given publicity we had a number of requests. I have that plan so far worked out, and it was going to be presented to the next legislature, whereby those trees will be planted around rural schools and the children brought up inside of those wooded enclosures where they have protection from the wind and that sort of thing, on a long time scale.

President Roosevelt: It is a fine thing from an educational point of view. After all, going through all this country, I mean to say, western Nebraska, western Dakotas, eastern Colorado, eastern Wyoming, I don't get very much of a kick out of seeing a dozen trees around a farm house, or a dozen trees around a school house. It is fine, educational; but to get any real results from trees you have to plant them along section lines, along highways or in clumps, real clumps. I am inclined to think, from what I have seen, that the section line windbreak and the highway wind or snow break, is the most practical thing for us to go after.

[13:PSF:DROUGHT CONFERENCE:T]

[1]Robert Le Roy Cochran.

549 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE,

TO ROOSEVELT

WASHINGTON, *Sept. 5, 1936*

MY DEAR MR. PRESIDENT: The report of the Great Plains Drought Area Committee, dated August 1936, proposes on page 16 thereof a program for integration of land and water resources activities by a board of representatives of pertinent Federal and State agencies.

The establishment of such a board would parallel both in personnel and in structure existing land and water resources committees of the National Resources Committee. These existing coordinating agencies comprise the same membership of the various Federal and State agencies, concerned with problems of land and water, as would the proposed new coordinating groups.

These committees of the National Resources Committee have been functioning for several years with considerable success in coordinating and integrating the objectives and activities of the various Federal agencies. Supplementing their activities are the State and regional planning groups which have been functioning in most instances for several years in the areas now under discussion by the Great Plains Drought Area Committee.

The aforesaid machinery has already produced the *only* concrete water program available in the drought area, namely, the program for the Drainage Basin of the Red River of the North. This report represents the coordinated accomplishments of State and Federal groups under the technical guidance of a consultant appointed by the Water Resources Committee. This process is being repeated in other areas, and the results thereof will be available from time to time. It is exactly what is proposed by the Great Plains Drought Area Committee, but under new and duplicating auspices.

The Drainage Basin Study now under way under the auspices of the Water Resources Committee also includes the same territory.

It seems to me that the creation of new coordinating committees consisting of the same agencies and with the same objectives as those of the National Resources Committee and duly constituted state planning and other boards would only result in confusion.

These matters are called to your attention in the hope that further problems of land and water utilization and conservation in the Great Plains Drought Area will be assigned for study and ultimate solution to existing national coordinating groups. These latter have had the benefit of several years' experience and contact with the problems involved. Aside from their availability for such functions as outlined above, no permanent and real value could be attained by the development of parallel and perhaps contradictory programs by new agencies.

Sincerely yours,

[HAROLD L. ICKES]

[13:OF 2285:CT]

550 SPEECH BY ROOSEVELT, Washington, September 6, 1936

[Excerpt] MY FRIENDS: I have been on a journey of husbandry. I went primarily to see at first hand conditions in the drought states; to see how effectively Federal and local authorities are taking care of pressing problems of relief and also how they are to work together to defend the people of this country against the effects of future droughts.

I saw drought devastation in nine states.

I talked with families who had lost their wheat crop, lost their corn crop, lost their livestock, lost the water in their well, lost their garden and come through to the end of the summer without one dollar of cash resources, facing a winter without feed or food—facing a planting season without seed to put in the ground.

That was the extreme case, but there are thousands and thousands of families on western farms who share the same difficulties.

I saw cattlemen who because of lack of grass or lack of winter feed have been compelled to sell all but their breeding stock and will need help to carry even these though the coming winter. I saw livestock kept alive only because water had been brought to them long distances in tank cars. I saw other farm families who have not lost everything but who, because they have made only partial crops, must have some form of help if they are to continue farming next spring.

I shall never forget the fields of wheat so blasted by heat that they cannot be harvested. I shall never forget field after field of corn, stunted, earless, stripped of leaves, for what the sun left the grasshoppers took. I saw brown pasture that would not keep a cow on fifty acres.

Yet I would not have you think for a single minute that there is permanent disaster in these drought regions, or that the picture I saw meant depopulating these areas. No cracked earth, no blistering sun, no burning wind, no grasshoppers, are a permanent match for the indomitable American farmers and stockmen and their wives and children who have carried on through desperate days, and inspire us with their self-reliance, their tenacity and their courage. It was their fathers' task to make homes; it is their task to keep these homes; and it is our task to help them win their fight.

First let me talk for a minute about this autumn and the coming winter. We have the option, in the case of families who need actual subsistence, of putting them on the dole or putting them to work. They do not want to go on the dole and they are one thousand percent right. We agree, therefore, that we must put them to work, work for a decent wage; and when we reach that decision we kill two birds with one stone, because these families will earn enough by working, not only to subsist themselves, but to buy food for their stock, and seed for next year's planting. And into this scheme of things there fit of course the government lending agencies which next year, as in the past, will help with production loans.

Every Governor with whom I have talked is in full accord with this program of providing work for these farm families, just as every Governor agrees that the individual states will take care of their unemployables but that the cost of employing those who are entirely able and willing to work must be borne by the Federal Government.

If then we know, as we do today, the approximate number of farm families who will require some form of work relief from now on through the winter, we face the question of what kind of work they ought to do. Let me make it clear that this is not a new question because it has already been answered to a greater or less extent in every one of the drought communities. Beginning in 1934, when we also had a serious drought condition, the state and Federal governments cooperated in planning a large number of projects—many of them directly aimed at the alleviation of future drought conditions. In accordance with that program, for example, literally thousands of ponds or small reservoirs have been built in order to supply water for stock and to lift the level of the underground water to protect wells from going dry. Thousands of wells have been drilled or deepened; community lakes have been created and irrigation projects are being pushed.

Water conservation by means such as these is being expanded as a result of this new drought all through the Great Plains area, the western corn belt and in the states that lie further south. In the Middle West water conservation is not so pressing a problem, and here the work projects run more to soil erosion control and the building of farm-to-market roads.

Spending like this is not waste. It would spell future waste if we did not spend for such things now. These emergency work projects provide money to buy food and clothing for the winter; they keep the livestock on the farm; they provide seed for a new crop, and, best of all, they will conserve soil and water in the future in those areas that are most frequently hit by drought.

If, for example, in some local place the water table continues to drop and the top soil to blow away, the land values will disappear with the water and the soil. People on the farms will drift into the nearby cities; the cities will have no farm trade and the workers in the city factories and stores will have no jobs. Property values in those cities will decline. If, on the other hand, the farms within that area remain as farms with better water supply and no erosion, the farm population will stay on the land and prosper and the nearby cities will prosper too. Property values will increase instead of disappearing. That is why it is worth our while as a nation to spend money in order to save money. . . . I want to make it clear that no simple panacea can be applied to the drought problem in the whole of the drought area. Plans have to depend on local conditions, for these vary with all kinds of things, like annual rainfall, soil characteristics, altitude and topography. Water and soil conservation methods may differ in one county from those in an adjoining county. Work to be done in the cattle and sheep country differs, of course, in type from work in the wheat country or work in the corn belt.

The Great Plains Drought Area Committee has given me its preliminary recommendations for a long-time program for the Great Plains region. Using that report as a basis we are cooperating successfully and in entire accord with the Governors and state planning boards. As we get this program into operation the people more and more will be able to maintain themselves securely on the land. That will mean a steady decline in the relief burdens that the Federal Government and the states have had to assume in time of drought; but, more important, it will mean a greater contribution to general national prosperity by these regions that have been hit by drought. It will conserve and improve not only property values, but human values. The people in the drought area do not want to be dependent on Federal, or state or any other kind of charity. They want for themselves and their families an opportunity to share fairly by their own efforts in the progress of America....

In the drought area people are not afraid to use new methods to meet changes in Nature, and to correct mistakes of the past. If over-grazing has injured range lands, they are willing to reduce the grazing. If certain wheat lands should be returned to pasture they are willing to cooperate. If trees should be planted as wind-breaks or to stop erosion they will work with us. If terracing or summer fallowing or crop rotation is called for, they will carry them out. They stand ready to fit, and not to fight, the ways of Nature.

We are helping, and shall continue to help the farmer to do those things, through local soil conservation committees and other cooperative local, state and federal agencies of government.

I wish I had time tonight to deal with other and more comprehensive agricultural policies. But that must wait till a later time.

With this fine help we are tiding over the present emergency. We are going to conserve soil, conserve water and conserve life. We are going to have long-time defenses against both low

prices and drought. We are going to have a farm policy that will serve the national welfare. That is our hope for the future.[1]

[RL RECORDINGS:70-71]

[1]These excerpts are from the first one of the 1936 "Fireside Chats"; somewhat less than half of the speech is here printed. Omitted are paragraphs dealing with the relief problem (as such) in the drought area, a statement of what the Government was doing to provide employment, and a statement on the meaning of Labor Day. This text is that of the radio broadcast transcription. Departures from the prepared text are unimportant; cf. Rosenman (ed.), *Public Papers,* V, 331-339, which follows the reading copy. In addition to the reading copy, two drafts are present; the one used as the basis of Roosevelt's speech bears numerous revisions in his hand.

551 ROOSEVELT TO FREDERIC A. DELANO, VICE CHAIRMAN, NATIONAL RESOURCES COMMITTEE

WASHINGTON, *September 9, 1936*

MEMORANDUM FOR HON. FREDERIC A. DELANO: I have been impressed with the desirability of opening up certain sections of Idaho into which no wagon or automobile trail now exists. These sections contain many possibilities for gold prospecting and also for forest improvement and fire prevention.

Is it within the province of the National Resources Committee to conduct some kind of survey to recommend for or against road building into these areas? If so, perhaps the Committee could send out someone accompanied by (a) a representative of the Bureau of Mines and (b) a representative of the Bureau of Forestry. Such a group of three ought to be sufficient to make a recommendation.

Will you let me know your views?[1]

F.D.R.

[13:OF 289:T]

[1]Answered *post,* 555.

552 SPEECH BY ROOSEVELT AT THE GREEN PASTURES RALLY, Charlotte, North Carolina, September 10, 1936

[Excerpt] GOVERNOR EHRINGHAUS, MR. MAYOR, MY FRIENDS OF CHARLOTTE: . . . A recent writer has suggested that the present President of the United States, because perhaps of where he was born and where he was trained and perhaps because of his natural proclivity, he inevitably reverts to terms of land and water in his approach to any great problem. I fear that I must plead guilty to that charge—though I do so with the reservation that this is in spite of the fact that during the greater part of my life I have been in far closer contact with the more exciting and more highly competitive give and take of the profession of the law, the practice of business and the exactions of public service.

Green pastures! Millions of our fellow Americans, with whom I have been associating in the past two weeks, out on the Great Plains of America, live with prayers and hopes for the fulfillment of what those words imply. Still waters! Millions of other Americans, with whom I also have been associated of late, living with prayers and hopes either that the floods may be stilled—floods that bring with them destruction and disaster to fields and flocks, to

homesteads and cities—or else they look for the Heaven-sent rains that will fill their wells, their ponds and their peaceful streams.

Many years ago, I talked with a learned man about this continent—about what North America was like when the white man came. I asked him if the Great Plains, which extend hundreds and hundreds of miles from the Mississippi to the Rockies were always bare of trees, always the pasturage of buffalo and antelope.

"Yes," he said, "for many hundreds of years before the white man came, but it is my belief that trees could have grown and still could grow on those plains, but that they have been prevented from growing by the constant succession of prairie fires, set either by the lightning or the red men."

I asked him whether the streams of the Southland were always brown and full of silt before our white ancestors moved in. "No," he said, "in those earlier days, during the greater part of the year, the Southern rivers were clear streams, except perhaps for a week or so in the Springtime, when they had moderate freshets, small floods, and when they occur, some soil but very little soil was washed from the uplands, from the mountains of the South into the Atlantic Ocean and the Gulf, but because these were seasonal only in their effect, and small in volume, the natural accretion of new top soil took the place of that which had run off to the sea."

If history gives a name to the day and age we are living in, I hope it will call this the era of rebuilding—for it is my firm conviction that unless we, in our generation, start to rebuild, the Americans of a century hence will have lost the greater part of their natural and national heritage.

My friends, it is because I have spent these latter years so much in this Southland, and because I have come to know its fine people, its brave history, its many problems, that I speak not as a stranger to you who are gathered here from seven states.

I have seen the denuding of your forests; I have seen the washing away of your top soil; I have slid into the ditch from your red clay highways; and I have taken part in your splendid efforts to save your forests, to terrace your lands, to harness your streams and to push hard-surfaced roads into every county in every state. I have even assumed the amazing role of a columnist for a Georgia newspaper in order that I might write powerful pieces against burning over the farm woodlot and in favor of the cow, hog and hen program.[1]

. . . Again, long before I went to Washington, I was convinced that the long road that leads to green pastures and still waters had to begin with reasonable prosperity. It seemed axiomatic to me that a cotton farmer who could get only five cents a pound for his crop could not be in a position properly to fertilize his land, or to terrace it, or to plant a little orchard, or to cultivate a garden—in other words, to work out for himself and his family a well-rounded, reasonably secure life that would tide him over a lean year of drought.

The same thing held true, I thought, in the case of the farmer whose principal crop was tobacco or whose principal crop was peaches or whose principal crop was corn or wheat or cattle or hogs.

In other words, we could not go ahead to the next step of prevention of soil erosion throughout the South and indeed throughout the Nation, we could not go ahead to the transfer of thin pastures into forests and the transfer of submarginal plowed land into pastures and trees, we could not go ahead to the use of many modern methods to stop soil erosion and to prevent floods until and unless the farmers of the Southland were able to make a reasonably

decent living out of their farms.

[SPEECH FILE:T]

[1]The Macon *Daily Telegraph.* Roosevelt's articles, written for this newspaper in 1925 and for the Beacon (New York) *Standard* in 1928, have been compiled by Donald S. Carmichael in *F.D.R. Columnist* (Chicago: Pellegrini and Cudahy, 1947).

[2]The text of this excerpt is that of the official stenographic transcript and is from the first part of the speech. Roosevelt went on to describe what the Government had done to restore wages and property values in the South. Also present (Speech File) are a draft, the reading copy, and a copy of the press release of the reading copy, the latter containing Kannee's shorthand notations of the changes made by Roosevelt in reading the address. Authorship of the draft is not indicated. It contains a number of revisions, some of them in Roosevelt's hand; in the excerpt here printed changes made by him are not significant. The entire speech is printed in Rosenman (ed.), *Public Papers,* V, 341-348; with a few exceptions, this follows the stenographic transcript.

553 SPEECH BY ROOSEVELT, THIRD WORLD POWER CONFERENCE, Constitution Hall, Washington, September 11, 1936

[Excerpt] This matter of economic security, I take it, is not to be achieved by aiming for restriction of national income—real national income—but by aiming for more abundant and more widely distributed national income. A satisfying standard of living and security, for a national household of nearly 130 million people, is to be realized only by high productivity, broadly and equitably distributed, and wisely proportioned with respect to its drain on national natural resources and to the variety of human wants that it is destined to satisfy.

It is for such reasons that your deliberations are of significance to me, and will be followed with minute attention. Your scientific and engineering genius is destroying one world—the world of relative scarcity—but has it yet undertaken to create the new world of abundance which is potential in your command over natural energies? Is creation of greater abundance dependent on further scientific and engineering achievements so much as on suitably organizing and utilizing the engineering already incorporated into your technique?

These two questions, more simply stated, resolve themselves into this: Are you and I paying enough attention to "human engineering?"

Granted, there are many aspects of the problem. For example, it is possible to conceive—for us to conceive at least—that the conversion and application of energy, in the coming generation, will be so directed that half of the population can provide the basic machine-made products necessary for the welfare of the whole of the population. We can conceive that this would mean that the people between 20 and 50 years of age may be able to produce the basic commodities for themselves and also for all others below and above those ages.

If that condition should arise, it is the duty of you who would be so greatly responsible for it to think what would be the effect on our leisure, our culture and our way of life. May I respectfully suggest that the answer should not be left wholly in the hands of bankers, government officials or demagogues.

In anticipation of all manner of possibilities and simultaneously with the study of their far-reaching results, we can and must take every preparatory step now within our power.

Fundamental among these is conservation of resources; their evaluation in terms of the services they may render, including the conditions under which these may be rendered, and their utilization in the light of such evaluation. Although it is a principle of physics that energy can not be destroyed, it has been revealed by experience that man can destroy those

particular forms of energy in which energy is usable by him. In such an evaluation the physical and mental energies of human beings must be included with coal, petroleum, gas, electricity and many other forms.

To make such an evaluation, a higher form of accounting than any yet developed by commerce and industry appears to be essential. It must be a form of accounting that takes social values, now left to mere assumption, into its calculations. If a nation were to establish in its social balance sheet a capital account for its energy assets, and were to charge against that account the water that it permits to go unused, as well as the coal and the oil that are used; or if the petroleum industry were charged with the gas that it permits to go to waste—a quantity by the way that is enormous in these United States; then perhaps all citizens would perceive that public policy and private conduct in respect of our natural resources should be quite different from what they now are.[1]

[SPEECH FILE:T]

[1]The Third World Power Conference was held in Washington, D. C., Sept. 7 to 12, 1936. The speech in general dealt with the implications to American society of the advent of the power age; for the entire text see Rosenman (ed.), *Public Papers,* V, 349-355. It is based on a draft bearing the note: "From: Mr. Cooke by author of 'Little Waters,' Harlow S. Pearson *[sic]."* Presumably, therefore, Person, at this time economic consultant to the National Resources Committee and the Rural Electrification Administration, was author of the draft. Roosevelt made extensive changes in Person's draft and replaced about a third of it with his own material. In this excerpt (about a third of the speech), paragraphs 3 to 6 are by Roosevelt. The text here printed is that of the stenographic transcript; Rosenman's text also follows this for the most part. At the conclusion of the speech Roosevelt closed a switch that started the first generator at Boulder Dam.

554 ROOSEVELT TO MORRIS L. COOKE, CHAIRMAN, GREAT PLAINS DROUGHT AREA COMMITTEE

[WASHINGTON] *September 17, 1936*

MY DEAR MR. COOKE: I am writing to ask you to serve as chairman of a special committee whose duty it will be to make a report to me not later than January 1 on a long term program for the efficient utilization of the resources of the Great Plains area. I am anxious that we leave no stone unturned in exploring and reporting on all the possibilities of this region, as one in which reasonable standards of living can be maintained by the largest possible population. We should face the fact that the climatic conditions make special safeguards absolutely necessary. I would like your report to include such recommendations for legislation as you may deem necessary. The report now called for is an amplification of the recommendations presented to me at Bismarck.

In the letter appointing the earlier committee I said:

We have supposed that the modes of settlement and of development which have been prevalent represented the ordinary course of civilization. But perhaps in this area of relatively little rain, practices brought from the more humid part of the country are not most suitable under the prevailing natural conditions. At any rate circumstances make it obvious that relief activities are not sufficient and that a competent study and recommendations are desirable.

You are advised that I am appointing another committee to report on the crop insurance feature of this general problem. After consulting with the heads of their several Departments I have designated the following to serve with you on this committee: Prof. Harlan H. Barrows, member Water Resources Committee, National Resources Committee, Chicago, Illinois; Dr. H. H. Bennett, Chief of Soil Conservation Service, Department of Agriculture,

Washington, D. C.; Dr. L. C. Gray, Chief, Division of Land Economics, Bureau of Agricultural Economics, Department of Agriculture, Washington, D. C.; Col. F. C. Harrington, Assistant Administrator, Works Progress Administration, Washington, D. C.; Col. Richard C. Moore, Division Engineer, Missouri River Division, Corps of Engineers, United States Army, Kansas City, Missouri; Mr. John C. Page, Acting Director, Bureau of Reclamation, Washington, D. C. and Dr. Harlow S. Person of the Rural Electrification Administration, Washington, D. C.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

MLC:TF

[13:OF 2285:CT]

[1]Copies of letters to the other committee members are present (OF 2285). The letter was drafted by Morris L. Cooke.

555 FREDERIC A. DELANO, VICE CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *September 17, 1936*

MY DEAR MR. PRESIDENT: Your memorandum concerning the desirability of opening up certain sections of Idaho into which no wagon or automobile trails now exist,[1] recalled conversations which we have had in this office with Congressman Compton I. White. Accordingly, I have reviewed that correspondence and have communicated with the Forest Service and Bureau of Mines concerning actions which they have taken on Mr. White's request for mine-to-market roads in the national forests or public domain in Idaho.

The National Resources Committee has provided consultant services to the State Planning Board of Idaho as in other States, and our Consultant there has written reports and statements most favorable to the development of forest roads and trails which might be valuable for mining development by improving access by prospectors.

The Forest Service, through its regional foresters, has already developed a ten-year program or plan for forest roads and trails in Idaho and is proceeding with construction under an appropriation provided in accordance with Section 23 of the Federal Highways Act.[2] This year the appropriation amounts to $4,300,000 proportioned among the various States in accordance with a system of priorities related to fire protection and other needs. Appropriations for this purpose have been supplemented by allocations to the Works Progress Administration and the Civilian Conservation Corps in some States. A considerable proportion of the work proposed under this program in Idaho might be useful for the development of mining properties by giving better access to jobbing centers near mineral deposits. However, it is the policy of the Forest Service that "public monies may not be expended for the construction of roads which tend primarily to develop private property."

In another connection, the Forest Service has informed us that "the present situation with respect to mineral development within the national forests is far from a happy one . . . The present mining laws were evolved during the early pioneer stages of the West and in a large part are inappropriate to current and prospective conditions of natural resource utilization." They find that "promiscuous and uncontrolled mineral resource exploitation inevitably will be

a disturbing element in any plan for natural resource utilization which may be evolved."

The Bureau of Public Roads is now engaged in a major survey of transportation facilities in Idaho in cooperation with State Highway officials and the Idaho State Planning Board. This survey is proposed to extend over the greater part of this fiscal year and will result in data on condition of existing roads, local finances in relation to needed highways, traffic counts, etc.

The Bureau of Mines is thoroughly conversant with the problem referred to in your memorandum and is now engaged in correlating its material for our use.

In view of the above, I would hesitate to recommend any special investigation in the field. Within the next few weeks, we should be able to bring together material already available in Washington, which I hope will be sufficient to make clear any relations to general policy which may be involved in the special situation in Idaho. At that time I hope we can present a more specific recommendation for your consideration, but we await your command if more immediate action is desired.

Respectfully,

FREDERIC A. DELANO

[13:OF 289:TS]

[1]*Ante,* 551.

[2]Approved Nov. 9, 1921 (42 *Stat.* 212).

556 ROOSEVELT TO AUBREY WILLIAMS, DEPUTY ADMINISTRATOR, WORKS PROGRESS ADMINISTRATION

[WASHINGTON] *September 21, 1936*

MEMORANDUM FOR AUBREY WILLIAMS: I am told that Oklahoma needs: 1. ponds, 2. community wells, 3. seed wheat, 4. feed for milk cows, 5. care for Indians.

On the first, it would not be a bad idea for our people to start the slogan: "A Pond For Every Farmer."

F.D.R.

[13:OF 987:CT]

557 H. P. SHELDON, CHIEF, DIVISION OF PUBLIC RELATIONS, BUREAU OF BIOLOGICAL SURVEY, TO WILLIAM D. HASSETT, SPECIAL ASSISTANT TO STEPHEN T. EARLY

WASHINGTON, D. C., *September 26, 1936*

DEAR MR. HASSETT: With reference to your request for information concerning the progress of wildlife conservation under President Roosevelt's administration,[1] I am pleased to submit the following:

Appointment of Committee on Wildlife Restoration

The President, on January 6, 1934, appointed a special committee to investigate the national wildlife problem, and to draw up a national plan and policy to provide for the restoration and maintenance of this valuable renewable resource. There had been in the past a very notable lack of any such plan. "Wildlife," as J. N. Darling phrased it, "was a stepchild," depending most precariously upon scanty and uncertain donations. Several plans for a unified, coordinated program had been drawn from time to time, but they had largely been ignored, and none of them adopted.

The President's committee, it may be pointed out, was non-partisan as to membership. The members were Mr. Thomas Beck, Mr. J. N. Darling, and Mr. Aldo Leopold—all of them being men who had enjoyed exceptional opportunities to familiarize themselves with wildlife conditions and problems.

The report of the committee outlined a wildlife restoration program based on the acquisition of land and restoration of environmental conditions favorable to the production of wildlife.

The Waterfowl and Wildlife Restoration Program

On March 19, 1934, the President appointed Mr. J. N. Darling chief of the U.S. Bureau of Biological Survey, which is the wildlife service of the Federal Government, and authorized him to put the recommended program into effect, insofar as it was practicable to do so. The personnel of the Survey was greatly increased in order to facilitate the work.

At (it is understood) the personal instance of the President, allotments totaling $14,700,000 were made from current emergency funds to support the wildlife restoration program—an amount greater than the total of all funds previously appropriated for the specific purpose of acquiring and improving land for the production and preservation of American wildlife. In addition, the President approved, on June 15, 1935[1] an act continuing an appropriation of $6,000,000 of emergency funds for the acquisition and development of refuge areas.[2] Of these allotted and appropriated funds aggregating approximately $20,700,000, there was expended and obligated to June 30, 1936, a total of $15,318,036 in improving conditions for the waterfowl and other game birds, game animals, and useful wildlife, and in the control of species endangering man's economic welfare or his health. These emergency allotments and appropriations were in addition to funds available through Congressional appropriations and revenues from the Migratory Bird Hunting stamps.

The funds expended under this program by the Survey during the fiscal years 1934, '35, and '36 are summarized as follows:

	Emergency	Regular, including hunting stamp receipts
Acquisition of land for refuges	$10,449,404	$20,409
Development and improvement of refuges	5,158,632	213,877
	$15,308,036 *[sic]*	$234,286

With these funds nearly 1,578,000 acres have been acquired and are in process of acquisition for refuge areas strategically located in breeding and wintering grounds, and along the principal routes of waterfowl migration. With existing and available allotments it is expected to rehabilitate approximately 3,000,000 acres of land, or land and water, primarily for

purposes of wildlife restoration.

During the same period, 3,278,830 acres of lands for wildlife refuge purposes were set aside by Executive Order.

The grand total of wildlife refuge lands acquired by Executive Order and purchased thus far, and to be acquired by purchase, amounts to approximately 4,857,830 acres. In addition, approximately $3,000,000 of the $6,000,000 made available by Act of Congress approved June 15, 1935, is still available for land acquisition and development purposes. The total acreage acquired or set aside for such uses by the Biological Survey in all previous years was 1,805,572.

Coordination of Federal Activities

The lack of coordination among various Federal agencies having to do with organic and renewable resources has long been the despair of the wildlife conservationists of America, who were forced to witness one great national project after another being developed without regard to what its effect would be upon animals, birds, and fishes, and without benefit of advice or consultation with the biological experts of the Government. In past years enormous damage has been done to the wildlife of the country through failure to consider the biological aspects of great public works involving drainage, the impounding of water, and the use of public lands. In most instances such damage could have been averted or reduced without detriment to the primary purpose of the work had such coordination among the agencies been provided for.

To correct this damaging situation the President appointed the Water Resources Committee for the explicit purpose of providing for such coordination among these agencies. The Biological Survey, the Bureau of Fisheries, and the Forest Service, among others, are represented on this committee. The creation of this committee is, in effect, an Executive Order directing that in all undertakings likely to affect wildlife and its habitat, these interests shall have due and proper consideration. The results of this action are already apparent.

The Wildlife Conference

The President called a Wildlife Conference to meet at Washington on February 3 to 7, 1936, at which were represented all Federal and State agencies, all national conservation organizations, and representatives of the Governments of Canada and Mexico. It was the most important conference of its kind ever assembled. Its purpose, which it successfully accomplished, was to promote a conservation program of national and international character, in support of which all these interests could unite. Its further purpose was to organize The American Wildlife Federation—a permanent organization representing all conservation interests, to support and promote the progress of national and State programs, and to insure that in the future the wildlife resources should not be neglected by the several legislative bodies.

Wildlife Treaty with Mexico

Federal authority over the migratory birds will be reinforced and extended by the treaty with Mexico, which was ratified by the Senate on April 30, 1936, and by the Act of Congress to give effect to this treaty, which was approved by the President on June 20, 1936. Ratification by Mexico is expected to follow. Federal authority over migratory birds has heretofore depended upon the Migratory Bird Treaty with Great Britain. The new treaty will reinforce this authority by providing a dual basis for the Federal regulations concerning ducks, geese, and other migrants, and also for game mammals.

Federal Cooperation with States in Wildlife Research and Management

In June, 1935, the Federal Government, through the Bureau of Biological Survey, completed agreements with nine States to cooperate in investigations to learn how to increase, maintain, and use wildlife resources, and to show on trial areas how facts found in research can be applied in a practical way. The States were selected with a view to carrying on research on a regional basis without duplication of effort. Each State program is arranged so that the practical information obtained may be applied to a larger area. The units are established in the Land Grant Colleges and administered under the direction of the U.S. Bureau of Biological Survey. This is undoubtedly the most important project ever undertaken to collect, analyze, and disseminate useful information concerning the nation's wildlife resources, and to train and equip competent administrators and technicians.

Waterfowl Emergency Protection

Drought and overshooting having greatly decreased the numbers of waterfowl, the President, in 1934, 1935, and 1936, approved regulations drastically reducing the open shooting seasons and bag limits. These regulations also prohibited the use of certain devices used in hunting which were known to be unduly destructive. As a result of these restrictions it is now believed that fewer birds are taken annually by the gunners than are being produced, and in consequence these species are gradually returning to normal abundance.

Summarization

The period beginning March 4, 1933, and extending to the present date, is notable in that:

1. A National Plan and Policy for the protection, restoration and maintenance of American wildlife resources was promulgated and adopted.

2. Allotments and appropriations amounting to approximately $20,700,000 were made to put the wildlife restoration plan into effect.

3. Land has been acquired, or set aside for the protection and production of wildlife amounting to more than two-and-a-half times that which had been set aside for this purpose in all previous years.

4. Coordination between Federal agencies, and Federal and State agencies, engaged in activities affecting wildlife, reached its highest point of efficiency due to action by the President and his administration.

5. Ratification of a treaty with Mexico for the protection of migratory birds and other wildlife, and the passage and approval of an Act of Congress to give it effect.

6. The establishment, with Federal support and direction, of nine ecological units in Land Grant Colleges for research and the demonstration of practical wildlife methods, and to train and equip students to administer those resources.

7. Competent and drastic regulation to reduce the annual kill of waterfowl during the drought emergency in order to conserve a necessary breeding supply.

The above statement is respectfully submitted.

Very truly yours,

H. P. SHELDON

[13:OF 378:TS]

[1]Hassett's request apparently had its origin in a memorandum from Roosevelt to Early, Sept. 14, 1936 (PPF 1820), which reads, "Will you prepare reply and try to work out a short speech on 'Wild Life' for me which would be, in effect, an answer to Ding?" "Ding" was Jay Darling who had been making speeches that were extremely critical of the Administration's wildlife conservation program, particularly its decision to restrict somewhat the 1936 duck hunting season rather than, as desired by the Audubon Society and other conservationist groups, to stop hunting completely for a year. The speech Roosevelt had reference to may have been Darling's speech for Landon of Aug. 24, 1936; see *post*, 561.

[2]Amending the Migratory Bird Hunting Stamp Act of 1934.

558 ROOSEVELT TO GUY W. BAILEY, PRESIDENT, UNIVERSITY OF VERMONT, Burlington

HYDE PARK, NEW YORK, *September 28, 1936*

MY DEAR DR. BAILEY: I have your letter of September 11 with which you transmitted a brief proposing the Allen Memorial National Monument in northern Vermont, to commemorate Ethan Allen and Ira Allen.[1]

This proposal interests me and, in accordance with your suggestion, I have requested the Secretary of the Interior to have the National Park Service study the matter and make a report as soon as possible.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]Bailey, referring to Roosevelt's recent visit to Vermont, said he was "particularly impressed" with the President's interest in reforestation matters and in the preservation of natural resources (OF 6—P).

559 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

HYDE PARK, NEW YORK, *September 28, 1936*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I am attaching correspondence and a brief concerning the proposed Allen Memorial National Monument, Vermont. Will you please have the National Park Service of your Department study this matter and report on its possibilities.[1]

F.D.R.

[13:OF 6—P:CT]

[1]The National Park Service recommended establishment of a national park rather than a national monument. The area proposed included about 124,000 acres of the mountain range from Mount Ellen to the Lamoille Valley and a right-of-way of about 6,600 acres along the proposed Green Mountain parkway line to give access to the park (Ickes to Roosevelt, March 1, 1937, OF 6—P).

560 ROOSEVELT TO MORRIS L. COOKE, CHAIRMAN, GREAT PLAINS

COMMITTEE

WASHINGTON, *September 30, 1936*

MY DEAR MR. COOKE: In order to implement the Great Plains Drought Area Committee set up by my letter of September 17, 1936.[1] I am asking the National Resources Committee to bring together material which is available to that Committee or to the State Planning Boards in two groups of reports to be available to the Drought Area Committee on December 1, 1936.

Through the Drainage Basin Study undertaken by the Water Resources Committee of the National Resources Committee in cooperation with the State Planning Boards, a great quantity of material and recommendations have been and are being assembled in the Washington office. The National Resources Committee will recast the material concerning the Great Plains area after November 1.

For other studies, and particularly to secure the advice and recommendations of the State Planning Boards concerned, the National Resources Committee is prepared to request two regional planning groups to prepare and submit reports and recommendations for review by suitable subcommittees of the National Resources organization. The four northern States of Montana, North Dakota, South Dakota and Wyoming have already organized the Central Northwest Regional Planning Commission, and a similar grouping of State Planning representatives will be arranged for the organization of needed material involving Nebraska, Kansas, Colorado, Oklahoma and Texas.

The National Resources Committee is communicating with its consultants assigned to these State Planning Boards and through its usual channels with the chairmen and officials concerned with a view to the immediate inauguration of these additional studies.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] Eliot Delano Ickes

[Notation: T] Chas W Eliot dj Nat Resources Com 9-29-36[2]

[13:OF 2285:CT]

[1]Roosevelt meant the Great Plains Committee, which on this date superseded the Great Plains Drought Area Committee.

[2]Presumably the drafter of this letter.

561 SPEECH BY ROOSEVELT AT THE MOUNTAIN STATE FOREST FESTIVAL, Elkins, West Virginia, October 1, 1936

The setting in which we are gathered today for this Forest Festival turns our thoughts toward conservation.[1]

This wonderland of natural beauty is at one and the same time a challenge and a justification. It demonstrates what can be done in the way of conservation of our resources. It shows us how prodigal nature is in her gifts while at the same time it emphasizes the necessity for men to supplement nature's work in order that the rich gifts which are ours may be brought to their

fullest usefulness in the service of all mankind.

The State of West Virginia is rightly proud of its glorious natural scenery, but the State also shows to us what happens when man flies in the face of nature. Today I have seen many square miles of splendid mountains which have been denuded of timber. I have seen yellow streams carrying eroded silt and soil from the steep slopes.

In this State, as in many others, we are proud of the growing consciousness of the people themselves that man's errors in the past must be corrected by man in the future. In this worthwhile effort the State and the Federal Government are working hand in hand.

Here and hereabouts you see what can be done through the National Forest Service in cooperation with the work of the State Conservation Preserves; you have an opportunity to see at first hand the practical contribution that is being made by our CCC camps and all of the other agencies whose activities are directed to the preservation of our matchless resources here at the gateway to the Monongahela National Forest.

No part of our conservation work is more important than the protection of our wild life. It is a work into which we can all enter heart and soul, because there is no political partisanship in an activity whose object is to preserve and restore the life of our great out-of-doors.

I am sure that those in this audience who are devotees of outdoor life, whether fishermen, hunters, naturalists, campers or hikers, will rejoice to know what has been done during the last three and one-half years to protect and perpetuate our wild life. In the past it had been shamefully neglected and exploited. One of the earliest concerns of my Administration on assuming office was to provide a national wild life restoration program and a policy that would make certain that the conservation of our wild animals, birds and fishes would thereafter take rank with the conservation of the other great renewable resources of the Nation. Plans to accomplish this had been available for years but, I am sorry to say, they had been in great part ignored.

We evolved a wild life conservation program which proposed, largely in conjunction with giving work to the unemployed,[2] to provide abundantly for the needs of wild life by purchase and retirement of agricultural lands that were submarginal in character, by the purchase of other suitable lands, and by making generous allocations of public lands, all to be set aside as sanctuaries.

Allotments totalling nearly fifteen million dollars have been made from current emergency funds to support this great program—an amount greater than all the total of all funds that have previously been appropriated for that specific purpose in all our American history. In addition, I approved an Act of Congress continuing an appropriation of $6,000,000 of emergency funds for the same kind of purposes, making altogether nearly twenty-one million dollars for the conservation of waterfowl, birds and other valuable forms of American wild life.

We outlined in those days, three years ago, a legislative program to give effect to our policy and it has been carried into effect.

(1) The Duck Stamp Bill, which has raised about $700,000 a year for the protection of migratory birds.

(2) The Coordination Bill, requiring active cooperative of each department of the Administration and Cabinet officers in the enforcement of game laws.

(3) The Robinson Bill, creating game sanctuaries on all public properties—a big step forward.

And besides that we went further afield, we completed the Migratory Bird Treaty with Mexico, a treaty which had hung fire and gotten nowhere for nearly twenty years. That treaty supplements a similar treaty with our neighbor, Canada, which gives protection to birds on their southern flight. By the terms of the treaty with Mexico, protection is given migratory birds on the northern flight.

I cite these facts because critics of this Administration have lately been engaged in expressing dissatisfaction with the progress of wild life restoration by the Federal Government during the past three years. Apparently, while they want us to save money, they don't think we spent enough money.[3] And yet, in pursuance of our program, the Nation has acquired in these past three years and set aside some 4,800,000 acres of land and dedicated it to the restoration and perpetuation of valuable wild life. Many of the refuges have been located on the principal resting and breeding grounds of wild fowl of all kinds; others are placed along the main migratory flight lanes, while still others afford rest and food and safety to the birds in their winter quarters.

Out in the western country great ranges have been established to perpetuate the big game species—elk, antelope, mountain sheep and deer. Of course, before the white man came to what is the State of West Virginia, we had here in the East great numbers of animals which are today becoming more and more rare.[4] All these sanctuaries afford shelter and security to hosts of song and insectivorous birds and to a great variety of other wild creatures. The total area of Federal wild life sanctuaries that had been acquired in all previous years before 1933 amounted to only 1,800,000 acres. And so since the beginning of 1934 more than two and one-half times as much wild life sanctuary area has been acquired or is now being acquired than in all the preceding years in the history of our Government. The work is going on and I believe that for the next four years it is going to be continued with the same vigor.

It is pertinent to remind you here that seven million of our citizens take out fishing licenses each year and that six million more take out annual hunting licenses, a total of thirteen million—a veritable army to uphold the banner of conservation.

You know, this touches into the lives and the homes of an enormous number of Americans. Just think of it, seven millions of our citizens took out fishing licenses last year. Six millions took out annual hunting licenses. It is an army of thirteen million upholding the banner of conservation.[5]

Drainage and drought and overshooting have greatly decreased the numbers of our waterfowl and other types of our wild life. For three consecutive years at the cost of much bitter criticism, I have approved regulations drastically reducing the open shooting seasons and the bag limits and prohibiting the use of certain devices known to be unduly destructive. But as a consequence we are informed that there is evidence that these species have shown some increase in numbers, and it is believed that through our action they may now survive the disasters and the killings of former years.

Such, my friends, is a brief and very incomplete statement of the ways and means by which this Administration has made effective its recognition of the fact that the wild life in our fields and woods and waters constitutes a resource of vital importance to all Americans and that it is the responsibility of the Federal Government in cooperation with the States to safeguard it for future generations. At last we are making definite progress.

Governor Kump, Senator Neely and Congressman Randolph have been strong supporters of all of this work. The State of West Virginia understands it. You have not only vast natural resources but you have vast human resources. And I am thinking not only of the birds and the

beasts and the fishes, but I am thinking of the necessity of keeping them from becoming extinct in order that the human resources, our children and our grandchildren, may have them here.[6]

[SPEECH FILE:T]

[1]This speech, intended as a reply to critics of the Administration's wildlife conservation program, was delivered (at 12 noon) before a crowd of several thousand people on the campus of Davis-Elkins College. The text here printed is that of the stenographic transcript; also present are a draft, with a number of revisions in Roosevelt's hand, and the reading copy. (Authorship of the draft is not given but cf. *ante,* 557.) Other drafts have not been found but a comparison of the revised draft with the reading copy shows that paragraphs 3 and 4 of the text (as here printed) were subsequently added, almost certainly by Roosevelt. In reading the speech Roosevelt made a number of changes, including the addition of two entire paragraphs; the more important of these last-minute revisions are noted below. The text as printed in Rosenman (ed.), *Public Papers,* V, 396-400, follows the stenographic transcript for the most part; cf. the speech as printed in the New York *Times,* Oct. 2, 1936, p. 2.

[2]"Largely . . . unemployed" was added by Roosevelt in making the speech.

[3]This sentence was added.

[4]This sentence was added.

[5]This paragraph was added.

[6]This paragraph was added.

562 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *October 6, 1936*

MY DEAR MR. SECRETARY: On September thirtieth I wrote to Mr. Cooke, Rural Electrification Administrator, and Chairman of the Great Plains Drought Area Committee, that I was asking the National Resources Committee to bring together material available to that Committee or to the State Planning Boards in two groups of reports to be available to the Drought Area Committee on December 1, 1936.[1]

On further consideration of this procedure, I have concluded that it goes around two legs of a triangle instead of using a direct course. In other words, material, gathered either by letters and reports or by hearings, would go to the National Resources Committee to be digested and prepared in the form of reports and then the material thus digested would go to the Drought Area Committee.

This is not the right way of doing it. The Drought Area Committee is charged with a specific task relating to one specific problem and only one. They should receive information and data at first-hand instead of second-hand.

It seems to me best, therefore, to change the procedure outlined in my letter of September thirtieth and to ask the National Resources Committee to cooperate with the Drought Area Committee on their request. If any hearings are to be held, they should be held by the Drought Area Committee and not by the National Resources Committee. The Drought Area Committee will, of course, ask for such material and engineering data as they consider necessary.

It is my thought that after the report of the Drought Area Committee has been tentatively

drafted, I would discuss the recommendations with you and Mr. Delano before the final report is made.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 2285:CT]

[1]The Great Plains Drought Area Committee made its report Aug. 27, 1936, and was replaced by the Great Plains Committee on Sept. 17, 1936 *(ante,* 554). In this letter Roosevelt is apparently referring to the Great Plains Committee.

563 ROOSEVELT TO GLENN FRANK, PRESIDENT, UNIVERSITY OF WISCONSIN, Madison

[WASHINGTON] *October 7, 1936*

MY DEAR PRESIDENT FRANK: Events of recent years have brought into clearer perspective the social responsibility of engineering.

In respect of wise use of natural resources such reports as those of the Mississippi Valley Committee, the National Resources Committee and the Great Plains Drought Area Committee have brought out the facts impressively. The enclosed report, "Little Waters," presents in miniature many of the social-engineering problems of soil and water conservation.

In respect of the impact of science and engineering upon human life—social and economic dislocations as well as advance in productive power—the facts are revealed with distressing clearness in public records of unemployment, bankruptcies and relief. The responsibility of scientists has been analyzed in noteworthy addresses such as, among the most recent, those presented at the Tercentenary Celebration of Harvard University and the meeting of the British Association for the Advancement of Science.

The design and construction of specific civil engineering works or of instruments for production represent only one part of the responsibility of engineering. It must also consider social processes and problems, and modes of more perfect adjustment to environment, and must cooperate in designing accommodating mechanisms to absorb the shocks of the impact of science.

This raises the question whether the curricula of engineering schools are so balanced as to give coming generations of engineers the vision and flexible technical capacity necessary to meet the full range of engineering responsibility.

I am calling this matter to the attention of educators of high administrative authority in the hope that it may be thoroughly explored in faculty discussions and in meetings of engineering, educational and other pertinent professional associations.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 2450:CT]

1

Drafted by Morris L. Cooke, head of the Rural Electrification Administration. Writing to Roosevelt Oct. 5, 1936, enclosing the draft letter (OF 2450), Cooke said: "Some days ago you asked me to prepare a letter which you might send to the presidents of colleges having technical courses suggesting that certain of their curricula might be amended so as to cover conservation." Letters were sent to the heads of 140 colleges and universities. (The replies were referred to Cooke and are not in the Roosevelt Library.) Writing to Early Oct. 29, 1936 (OF 2450), Cooke said: ". . . a good many replies have been received. Most of these are quite complimentary to the President's point of view." On Cooke's advice Roosevelt answered "one or two"; see *post*, 593.

564 HENRY, A. WALLACE, SECRETARY OF AGRICULTURE TO ROOSEVELT

WASHINGTON *[October 7, 1936]*[1]

DEAR MR. PRESIDENT: May I suggest that during the trip you are about to make[2] you give some attention to the program of forest land purchase work conducted by this Department under the Weeks Law; so that you may obtain first hand information as to the desirability of providing for the continuation of the work on an adequate scale in the budget for the fiscal year 1938. All information available to this Department indicates that in the main the program commands wide approval and support, and that its abrupt cessation or curtailment would engender a great deal of dissatisfaction and disappointment. It is now operative in 30 of the States and Puerto Rico, and the wide extent and distribution of its benefits may be measured by the fact that the established purchase units are situated in 84 Congressional districts.

The program has been continuously conducted for a quarter of a century, and was greatly enlarged at the beginning of your administration as a major feature of the emergency relief program. At the close of the fiscal year 1932, the number of units in which lands were being purchased was 42, situated in 20 of the States; and the area approved for purchase was 4,727,690 acres. At the close of the fiscal year 1936, the number of units was 88, in 30 of the States and Puerto Rico and the total acreage approved for purchase was 15,746,371; so that during your administration the number of purchase units was more than doubled, the number of participating States increased by fifty per cent, and the acreage approved for purchase was almost two and one-half times as great as the total for the preceding 22 years.

But a program so hastily expanded, and based wholly on voluntary sales by landowners, necessarily is incomplete. Much privately owned land remains interspersed among the lands acquired or in course of acquisition by the Government. In some of the established purchase units lack of funds has prevented effective progress. Cessation of the program at this time would have many negative consequences. Much of the data accumulated at considerable expense would lose its value. The widely interspersed private lands would add greatly to the cost and difficulty of effectively managing the public properties. The States, counties and private landowners which have modified their plans to conform to what they believed to be a permanent program of public action will be confused and uncertain as to their future courses. The technically qualified and experienced organization developed to handle the purchase work during the past three and one-half years, if disbanded, can be rebuilt only with great delay and expense if, or when, the program is resumed, and the vast fund of information possessed by the present personnel largely will be lost.

Possibly these adverse consequences may be unavoidable; but it seems worth while to bring the subject to your attention so that you may look into it during your tour. The Departmental estimates include an item of $10,000,000 for acquisition of national forest lands during the coming fiscal year. If, in your opinion, the facts as determined by you justify inclusion of that item in the budget for next year, its studied consideration by the Congress would thus be obtainable and the desirability of a continuation of the work, or its cessation, would be authoritatively established. A considerable number of the members of Congress have

expressed favorable opinions regarding continuation of the work.[3]

Very sincerely yours,

H. A. WALLACE

[13:OF I—C:TS]

[1]This is a supplied and approximate date.

[2]Roosevelt's western trip of Oct. 8-17, 1936, is presumably meant.

[3]The Agriculture Department Appropriation Act for the fiscal year 1937 appropriated $3,000,000 for the acquisition of additional national forest lands (50 *Stat.* 395).

565 MEMORANDUM BY ROOSEVELT FOR SPEECH AT DODGE CITY, KANSAS

DODGE CITY, KANSAS, *October 12, 1936*

[Excerpt] 4. I have just passed through the dust bowl area. An example of soil erosion is the Purgatoire (locally pronounced "picket wire") River in Colorado. In 1900 that river was fifty feet wide. The soil has been eroded by it so that it is now 800 feet wide. Although the river seems far away from Dodge City, remember that it flows into the Arkansas River where Dodge City is. That is due to over-grazing. This is what man has done in 35 years by shortsightedness. It is time for us to cooperate with nature. Mention the drought area plan.[1]

[13:PPF 1820:T]

[1]This is an example of the brief memoranda prepared by Roosevelt for his extemporaneous campaign speeches. In this ease, however, the notes were not used for the Dodge City speech. This was largely concerned with the nation's rising prosperity.

566 ROBERT FECHNER, DIRECTOR, EMERGENCY CONSERVATION WORK, TO ROOSEVELT

WASHINGTON, D. C., *October 24, 1936*

DEAR MR. PRESIDENT: I am sure you will be interested in the results of a recent survey undertaken at my request by the Department of Agriculture and the Department of the Interior to determine the future work opportunities available in our forests, parks, and on other lands for a permanent Civilian Conservation Corps. These departments have reported, following an extensive inquiry covering all sections of the nation, that there is sufficient urgently needed conservation work still to be done to furnish profitable employment for a Civilian Conservation Corps of between 300,000 and 350,000 for many years to come. The departments advised me that notwithstanding the tremendous amount of reforestation, erosion control, and other conservation work accomplished by the CCC during the last three and a half years, much work remains to be completed before our forests, parks, agricultural lands, and grazing areas will have been afforded adequate protection and development.

The survey indicated that the annual work load ahead for a permanent CCC will increase rather than diminish during the next few years. This will be due largely to the gradual increase in national forest holdings, the acquisition of new forest lands by the states under the Fulmer Act, the expansion of state-owned parks, a growing appreciation of the need for

erosion control operations on agricultural lands, and an expanded demand for CCC man-power on flood control projects, for wild life conservation and in the rehabilitation of grazing lands, irrigation systems and drainage projects. Available and planned work for the next several years, as set forth in the survey, may be broadly divided into such classifications as forestry, park development, erosion control, stream, pond and lake improvement, flood control, water conservation, range development, reclamation, wild life protection, rehabilitation of drainage projects and other types of projects having as their objective the further preservation, improvement and increase in our natural resources.

Our records show that during the last few years the Civilian Conservation Corps has launched the nation on its first broad-gage and effective conservation program. The Civilian Conservation Corps has added enormous tangible values to the country's physical resources through the construction of roads, communication lines and fire detection facilities; through control of insect and disease pests, fire and rodents that injure and destroy natural resources on federal, state and privately owned lands; through the development of new recreational opportunities; through protection of forests, watersheds, agricultural lands and communities against flood and soil erosion; through projects conserving water and improving land drainage; through the protection and increased propagation of game animals and birds; through the planting of nearly one billion trees; through improving range conditions for livestock; through aid to land reclamation projects; through physical improvements to Indian, military and naval reservations; and through many other types of projects of public interest and utility which are noncompetitive with private industry.

The reports from cooperating federal and state agencies indicate that probably the CCC's greatest contribution to conservation has come in the nation-wide defense of our forests and parks from such destructive enemies as forest fires, insects and tree attacking diseases and the protection of agricultural lands from soil wastage due to water and wind erosion. The large quantitative additions made to our natural resources through the CCC are indicated in the table below:

Civilian Conservation Corps
Selected List of Types of Work Completed (1)
(April, 1933—June 30, 1936)

Description	*Unit*	*New Work*
Fighting Forest Fires	Man-days	2,761,818
Fire Breaks	Miles	50,344
Fire Hazard Reduction	Miles	53,018
Fire Prey. & Presup. *[sic]*	Man-days	2,133,483
Disease & Pest Control	Acres	13,539,272
Forest Trees Planted	Number	766,117,000
Tree Nursery Work	Man-days	1,625,193
Forest Stand Imprvmt	Acres	2,457,319
Roads (4 Major Types)	Miles	76,256
Trails (Foot & Horse)	Miles	18,325
Telephone Lines	Miles	48,624
Bridges (4 Major Types)	Number	36,761
Buildings (16 Maj. Types)	Number	34,992
Fences & Guard Rails	Rods	6,555,813
Water Sources (2)	Number	16,398

Large Dams	Number	2,409
Erosion Check Dams	Number	2,439,808
Eros. Control Planting	Sq. Yds	1,765,983,485
Channel Clearing (3)	Sq. Yds	138,234,253
Channel Excavation	Cu. Yds	5,369,078
Emerg. Work (floods, etc.)	Man-days	707,545
Fish Rearing Ponds	Number	3,754
Fish Stocked	Number	189,314,245
Rodent Control	Acres	21,507,889
Timber Estimating	Acres	27,717,729

(1) Even by combining certain items, as has been done, there are 119 additional major types of work done by the CCC, but not shown in this table, nor are the large amounts of maintenance done on more than 150 major types of work shown here.

(2) Includes wells, springs, water holes, small reservoirs.

(3) Maintenance included in this item.

The past three and one-half years have shown that the continuance of the CCC will be of permanent value to the nation. Public attention has been focused on the need for all types of conservation. The need has long been recognized by conservationists, but now with floods, dust storms and widespread erosion, public insistence on corrective conservation measures is much more widespread. This is particularly true, due to the fact that the effectiveness of corrective measures has been repeatedly demonstrated by CCC accomplishments. A permanent work force, which can carry out the programs of the various agencies interested in the wise use of natural resources, will enable the United States to obtain greater benefits from our heritage of natural resources which has depreciated through carelessness and misuse.

As long as there are young men eager to work, yet idle through no fault of their own, the CCC can continue to be an effective part of our national policy.

I am calling the past record of the CCC, as well as the survey showing future work possibilities for such an organization, to your attention at this time because I desire to express my conviction that steps may well be taken to make the CCC a permanent organization. I, therefore, recommend that this program of conservation work among men and natural resources be adopted as a permanent part of our national governmental activities, the size and extent of the work to be governed by the dual factors of employment conditions among young men and the urgency of the conservation work to be accomplished.

Sincerely yours,

ROBT. FECHNER

[13:OF 268:TS]

567 ROOSEVELT TO ROBERT FECHNER, DIRECTOR, EMERGENCY CONSERVATION WORK, AND DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *October 26, 1936*

MEMORANDUM . . . It is my thought that we should appoint:

(1) an assistant junior technician from the civil service list to each camp.

(2) In regard to the future, can some plan like the following be worked out:

(a) For the fiscal year 1938 plan for 300,000 men in camp.

(b) As fast as work, at a given camp, is completed, close it permanently and transfer the personnel to other camps.

(c) Seek to reestablish, as fast as possible, the whole unit ratio of 200 men per camp. This seems to be the more economical method.

(3) I realize that this means a decrease in the total number of camps, but, at the same time, it makes for a greater efficiency. It also seems probable that we will not get more than 300,000 boys at a time from relief families.

(4) I will talk to you about this after election.

F.D.R.

DJ

[13:OF 268:CT]

568 WILLIAM L. FINLEY, FIELD NATURALIST, AMERICAN NATURE ASSOCIATION, TO ROOSEVELT

PORTLAND, OREGON, *November 11, 1936*

DEAR PRESIDENT ROOSEVELT: Fully realizing the effective punch that you have put into the conservation of our natural resources during the past four years, will you not take a swing at one of the vital national issues that we feel has been neglected?

Thousands of fine streams in our country have been turned into open sewers which is a menace to health, kills our fish, and destroys vast recreational areas. Pure water is as essential as pure air.

The dumping of sewage, waste and filth into public waters by municipalities, mills, and factories is short-sighted business economy. Correcting the pollution of streams is not expensive when experts figure the annual estimated capital loss to the country from such waste to be $6,250,000,000. It is merely a different distribution of costs. The loss from poisoned waters is a burden that our people should not be called upon to bear.

I hope you can give some mention to this in one of your messages to Congress. Will you not give approval to the passage of the Lonergan Bill reported favorably by the Senate Committee, which will be reintroduced at the next session?[1]

Sincerely yours,

WILLIAM L. FINLEY

[13:OF 114—A:TS]

[1]The Lonergan bill (S. 3958) for the control of pollution of navigable waters was introduced Feb. 7, 1936, and referred to the Senate Commerce Committee. A report was made June 5 but no action was taken. It was reintroduced as S. 13 on Jan. 6, 1937, but again no action was taken *(Cong. Rec.*, 74th Cong., 2d sess., 80:2, 1643; 80:8, 9020; 75th Cong., 1st sess., 81:1, 65). With Finley's letter is a note, Roosevelt to McIntyre, Nov. 18, 1936, "Will you thank him and tell him to talk with the National Resources Committee?" McIntyre did so in a letter of Nov. 20, 1936 (OF 114—A).

569 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *November 13, 1936*

DEAR MR. SECRETARY: Your letter of August 19 raised so many basic questions of interdepartmental functions, jurisdictions, and relationships, and of national policies of agricultural and range land use and management, as to call for a considered reply, rather than an immediate one. My reply is in the main confined, within the matter at issue, to certain major points which you specifically mention. It may, therefore, omit references to others which can be developed later, if the need arises.

If correctly construed, your letter does not attempt specifically to controvert those parts of the report *The Western Range* which express and interpret the physical, biological, economic, and social facts relating to the present condition of the western range lands which in substance do not markedly differ from statements you personally have made in relation to the subject. In the main, your letter emphasizes three points, namely: (1) that the report is an invasion of the field and functions of the Department of the Interior, (2) that it misinterprets or misstates the national land policies adopted in the administration of the public domain and (3) that the Interior Department, a Federal agency more definitely concerned with the western range than is the Forest Service, was not called upon for information to be used in the report, and was not consulted as to its issue, and had no part in its preparation.

Consideration of the problem of western range lands by this Department is motivated by one dominant objective. That, in brief, is to conserve and restore soil and native forage resources for the support of a pastoral economy which, based upon the production of meat, hides, and wool, has definite relationships to local and national crop agriculture, and of supplemental production of game animals and birds for the sport, recreation, and education of the people of America.

Unquestionably that is an agricultural objective. The Bureau of Plant Industry, the Bureau of Animal Industry, the Bureau of Dairy Industry, the Bureau of Biological Survey, the Bureau of Agricultural Economics, the Bureau of Chemistry and Soils, the Soil Conservation Service, the Agricultural Adjustment Administration, and the Forest Service are all assigned by law to this Department. The technical activities of these several bureaus cover the entire field of problems relating to the western ranges, save and except administrative jurisdiction over that part of the western grazing lands which is vested in your Department. Even the administration of that land ramifies into the entire field of animal husbandry, since the whole western range is and must continue to be closely integrated with crop agriculture, and the livestock it produces influences major sectors of the economic structure of agriculture. It thus is evident that in bringing together the material published in the report *The Western Range* this Department did not go outside of its clearly defined functional fields.

The broad scope of the functions of the Department of Agriculture, in matters of the open range, is defined in such legislation as our organic act; the National Forest Administration Act of 1897 as interpreted by the Supreme Court, where the impact of various problems of outside range lands is frequently such as to compel consideration in national forest

supervision; the McSweeney-McNary Act of May 22, 1928; and the Agricultural Research Act of June 29, 1935.

But had this Department gone beyond its statutorily defined field, ample justification for such a course could be found in your own activities in promoting the proposed Department of Conservation. If correctly understood, your concept of such a Department would undoubtedly include a series of agricultural functions of which range management, with its tie-in to crop agriculture, is one; could be given reality only by impairment of the structure now established for the conduct of Federal activities relating to agriculture. Consequently it would constitute a major attack on American agriculture; since distribution of agricultural functions of the Federal Government between two executive departments inevitably would result in duplications, overlappings, conflicts in policies, philosophies, etc., so that the net effect would be a curtailment rather than an increase of the constructive contributions to agricultural progress and welfare by the Federal Government. Placing agricultural functions in an agency not primarily agricultural, when an agricultural agency exists, would only make for inexpert handling from an agricultural point of view, and for administrative confusion.

Denial of a long-standing divergence of the philosophies of the Department of the Interior and the Department of Agriculture in the discharge of their respective functions in matters fundamentally agricultural in character would, of course, be futile. So far as the public interest is concerned, it makes no difference whether these agricultural functions relate to privately owned lands or to publicly owned lands, whether forest or range. National agricultural economy is affected by the one as well as by the other. Deterioration of western ranges adversely affects the livestock industry and interdependent crop agriculture generally. Lack of correlation in principles of range management which influence livestock production and marketing many cause serious and widespread economic disturbances and heavy losses. So long as Federal functions of such vital importance continue to be exercised by two separate executive departments of the Federal Government, important problems of agricultural and range economy will continue without effective solution. A lasting and adequate adjustment of this situation can be made only by placing in the Department of Agriculture the agricultural functions now discharged by the Department of the Interior. Such unification of Federal administration of agriculture as an important and closely integrated phase of conservation has greater support in logic, economy, and efficiency of Federal action, than can be found in the proposed division of Federal agricultural functions between two executive departments in the name of conservation.

If the report states or construes the national land policies adopted in the administration of the public domain in ways differing from the views of your Department, the explanation may lie in the fact that this Department has formed its views of such policies in the light of their practical application and consequences rather than on the basis of their textual presentations. During the past half century particularly, those policies have vitally affected many phases of agricultural economy, which fact has brought this Department into close association with them and has caused its members to observe their practical application and results with direct technical interest, and with grave concern. The physical, economic, and social consequencies of such policies are readily apparent. They are also demonstrable and measurable. They speak for themselves. Admitting all the beneficial results of public land policies and laws, the fact remains that human occupancy of the western range country has been characterized by a tremendous wastage of human values, of hopes and creative effort, of soil values, of forage resources, of wildlife and scenic values, and of capital. This waste might have been minimized or largely averted if the policies governing the use and disposal of the public domain had been more constructive and farseeing, and more effectively applied. No other conclusion is tenable. Published statements by your Department place responsibility for the existing deplorable conditions at the door of the Congress. They do not deny that the conditions exist.

Proof of an "Unsuitable Land Policy" as embodied in the range report on pages 238 to 246, seems conclusive. The crazy-quilt ownership pattern shown in Figures 63 and 64 (page 239); the description by Dr. Renne[1] on page 240; the extent of dry-farm abandonment; the prevalence of tax delinquency; and the over-organization of local governments therein described, hardly can be refuted.

The section of that subject simply attempted, by briefly discussing a few laws selected from the great number of such laws, to show that our national land policy has had unfortunate consequences. Authoritative works of such men as Hibbard,[2] Ise,[3] Cameron,[4] and others express such a conclusion. The surprising thing is that such a chapter could be written with so little bitterness and so devoid of caustic comment. If the author honestly concluded that the main cause for failure to enact a proper land policy and place it in effect was lack of inspired leadership in the Department responsible for land disposal, it was because the facts left him no alternative. Credit was freely given to outstanding men of your Department, such as Powell[5] and Newell.[6]

Theodore Roosevelt and Gifford Pinchot did furnish the leadership necessary to make a tremendous start in forest conservation. They also found ways and means to prevent the passage of innumerable power sites to private ownership, they made a valiant fight for coal in Alaska, and they sponsored legislation to correct the inequities of unsatisfactory laws enacted before the true requirements of national interest had been defined. It is significant that Pinchot was a member of a committee of three, two of whom were from Interior, which in 1904 and 1905 recommended that all the remaining Public Domain be withdrawn from all forms of entry until such time as the land could be properly classified as to its best use and disposition. Leadership to follow up on this report did not materialize, although two members of the committee were from the Department of the Interior.

In the preparation of the report, all material bearing on the subject which has been published by the Department of the Interior in printed, mimeographed, or manuscript form and which was available to this Department was freely consulted and carefully reviewed. However, it is true that the Department of the Interior was not requested to cooperate in the preparation of the report, nor were its members specifically consulted in relation thereto. The extended experience of this Department justified the conclusion that such courses of action would have no affirmative result and would not add appreciably to the value of the report. It was very definitely known that the field officers of the General Land Office had little time, opportunity, or technical qualifications for a systematic study of the physical or the economic aspects of the range use. Correspondence between the Forest Service and the former Director of the U. S. Geological Survey, Mr. George Otis Smith, and later with other members of that organization, clearly established differences of philosophy and factual interpretation so irreconcilable as to preclude any probability of mutually satisfactory adjustment. The Division of Grazing, a new agency with hardly a year of actual administrative experience, found it necessary to solicit the cooperation of the Forest Service through the detail of certain qualified administrative officers. The administration of range use on reclamation withdrawals, as known to this Department, afforded no bases for the belief that the Reclamation Service was prepared to make affirmative contributions on the subject. The Indian Service was the only bureau of the Department of the Interior known to have made constructive progress in attacks upon range problems, and it necessarily dealt primarily with pastoral conditions definitely influenced by Indian conditions and customs and legislation which affects Indian Reservations rather than the public domain. In these circumstances processes of cooperation, collaboration or consultation between the two Departments would have bred only conflicts of philosophy and factual interpretation. The range resource is basic to the whole structure of crop and other agriculture in the West. It is, therefore, an appropriate subject for the Department of Agriculture to consider, on the basis of its own factual determinations and

interpretations.

The report in question, *The Western Range*, printed as Senate Document No. 199, was in large part inspired by me personally. One of the matters which impressed me most strongly during my trip through the western States in 1934 and again in 1935 was the gravity of the social and economic situation in the western range country. This emphasized similar impressions from earlier trips and studies made over the years, and from reports brought to my attention. There was evidence on every hand that in a great empire of 728 million acres of range land, progressive wastage and destruction of natural resources was a serious menace to the permanency and growth of the States concerned, and to the Nation as an entity. Physical deterioration was manifest in depleted forage resources, overgrazing, serious and widespread erosion, dust storms, and floods. Economic deterioration was evidenced by the increasing financial difficulties confronting the range livestock industry. These conditions were resulting in direct demands on the national government in such forms, for example, as the federal livestock purchasing program of 1934, requests for federal aid in the shape of feed and seed loans, and new requirements of farm credit finance.

Widespread federal participation in the solution of existing and prospective problems of such acute character seemed wholly inevitable and unavoidable. Adequate federal participation requires a realistic determination of the true conditions, development of dependable factual bases upon which federal action safely could be predicated, and enlightenment of the public as to the necessity that corrective action be taken before it was too late. These were matters in which the Department of Agriculture was directly and vitally interested, since the basic conditions fundamentally affected a wide array of agricultural interests. My natural desire, therefore, was that the Department of Agriculture should take an aggressive and constructive part in meeting the situation and should have available, in properly correlated and understandable form, the vast amount of factual data bearing on the situation which it had accumulated over the years through its research and administrative activities.

Of the several bureaus of the Department of Agriculture, the Forest Service was perhaps most intimately in touch with the situation and its requirements. For almost thirty years it had successfully administered the grazing use of approximately 80 million acres of national forest land. Additionally, and under direct authority of Congress, it had conducted an extensive program of range research applicable not only to national forest ranges but to foothill and desert ranges as well. The Jornado and Santa Rita Experimental Ranges had contributed data for nearly 20 years; those near Miles City (Montana), Dubois (Idaho), Milford (Utah), and that in the San Joaquin Valley (California) for shorter periods. Forest Service contacts with the range livestock industry were close, constructive, and characterized by mutual confidence and understanding. Its field organization, consisting of men with wide experience and knowledge of western range conditions, had accumulated a vast store of information vitally essential to the treatment of the existing problems. Only three years previous to the range report, the Forest Service had prepared "A National Plan for American Forestry," and during the preceding year it had collaborated with the National Resources Committee in a study of the forest and range lands of the United States. Both of these studies necessarily impinged upon the western range problem. In effect, then, in relation to a situation of truly national proportions and pregnant with tragic consequences, there existed a wide array of scientifically determined facts, an extensive administrative knowledge, and an organization qualified by experience and accomplishment to assemble the essential information. This Department would have been remiss in its duties and obligations if it had failed to take advantage of this obvious requirement of public service.

In order that every bit of information in the Agriculture Department might be brought together, correlated, and analyzed, I requested preparation for my information of a report on the past, present, and potential carrying capacity of the western range by seasonal zones and

forage types, with such supplemental comment on land policy, economic influences and other factors as might add to the value of the basic information. Many persons worked on the study. Many persons in other bureaus and in Land Grant Colleges were consulted and, of course, knew of the work. That Congress also knew of it, and that one of its members should ask that the material be printed as a Senate Document, is not at all surprising. Although submitted as a report of the Forest Service, subsequent study of it caused me to accept it as a Departmental statement, and I feel that even though it had not been made public at the time it was, it should soon thereafter have been made public in any case. Under such circumstances, it would have been distinctly regrettable if information of such vital necessity and great public value should have been withheld from Congress and the people of the United States who directly and indirectly are vitally interested in the subject.

Your letter refers to "a program not only advocated by this (the Interior) Department for more than half a century but now rounded out by the enactment of the Taylor Grazing Act, June 26, 1934, as amended June 26, 1936," and implies in one place that the delay in enacting legislation to regulate the use and conserve the resources of the public domain was due to efforts of the Department of Agriculture to impose impracticable conditions. One specific citation of delay is the effort exerted to secure the veto of the Grazing Act. Reference is made to "intangible but real obstructions" which "this same agency (meaning, of course, the Forest Service) for many years has interposed * * * mainly by attempting to incorporate in legislative proposals for the public domain, inapplicable rules and regulations adopted by your Department for forest reservations."

A review of the history of the public domain legislation will demonstrate that these are not fair statements. It is true that as early as 1878 Major Powell of your Department made recommendations for a western land policy that was surprisingly sound and farsighted for that day. But nothing was ever done about them. For more than thirty years the Department of Agriculture has repeatedly recommended that sound legislation be enacted. In this connection the following quotation from an address by former Secretary Houston before the American National Livestock Association, held in Denver, Colorado, January 21, 22, and 23, 1919, is of interest:

> The Department of Agriculture has been urging this (improving of grazing on public lands) for fifteen years. The Department of Agriculture has been urging classification of public lands—not that there should be a rigid classification which could not be changed, but one which might be reconsidered at frequent intervals. Clearly, grazing should be regulated on the public lands so that they may support many more animals. I was glad to hear a representative of the Department of the Interior say yesterday that he is now in favor of this policy. I have been surprised that he has not been in favor of it from the outset. We tried to get the Kent Bill through.[7] It might have gone through if there had been a favorable report on it from both departments. Now comes the suggestion, at this late day, from the Interior Department, that there should be regulated grazing on the public domain. . . .

If it is a fact that "inapplicable rules and regulations" were a cause of delay, the Department of the Interior must share the blame equally with the Department of Agriculture. The original Taylor Act, H. R. 2835, introduced during the first session of the 73rd Congress, was the outgrowth of a measure which was drafted and agreed to by members of the Forest Service, representing the Department of Agriculture, and representatives of the Department of the Interior, working together in entire harmony. This bill, with minor exceptions, was approved by both Departments. It was the type of bill long recommended by the Department of Agriculture. It had also been approved by both Departments when introduced in the 72nd Congress by Mr. Colton. Early in the second session of the 73rd Congress, a new bill, H. R. 6462, was introduced as a substitute for H. R. 2835, and this also received the approval of both Departments. It was only the amendments made in the House and Senate Committees to which this Department objected.

I opposed the approval of the Taylor Grazing Act as finally passed by Congress for reasons

with which you are familiar and which I still hold valid. Postponement of action another year until Congress could have had opportunity more carefully to consider the bill, to my mind, would have been of far less serious consequence than accepting the Act as it was passed. The fact that the criticisms of the Taylor Act by the Department of Agriculture were held by the Attorney General as inadequate to justify a veto does not imply that the Act is satisfactory. Nor does it remove the necessity for desirable amendments of the Act. Weakness in the Act are set forth in the range report as a basis for the amendments recommended in that report. Serious imperfections in the Act are recognized in your letter (of January 3, 1935, to the Chairman of the Committee on the Public Lands in the House of Representatives) which transmitted the draft of a bill that proposed to amend Sections 1, 3, and 15. Some of the obvious imperfections received further recognition in amendments passed by Congress and approved June 26, 1936. I am confident time will show other features that should be corrected. Many stockmen already claim that the law gives them vested rights which, once established, will be almost impossible to remove.

The fundamental difference between your Department and mine in relation to the legislation for regulating grazing on the public domain has centered largely around the question of the degree to which that legislation will permit establishment of vested or prescriptive rights under which public interests in a vast empire legally will be subordinated to interests of a comparatively small number of livestock growers and owners of range lands. If you had had time to familiarize yourself with the long history of unfortunate results which have grown out of the establishment of prescriptive rights, you would understand the viewpoint of this Department in relation to the subject. It would seem to be rather an unsound principle of public economy to concede that fortuitous circumstances of landownership, and grazing use in relation thereto, should enable individuals to establish definite property rights in large related acreages of public land. It is by no means clear, even yet, that the Taylor Act will not ultimately have such a result. It was because of this possibility, rather than any question of departmental jurisdiction, that this Department so strongly counseled the President to withhold approval of the Taylor Bill until it was so revised as to eliminate its potentialities for consequencies adverse to the general public interest.

The part the Department of Agriculture has played in the dry-land farming movement in this country is perhaps not fully known to you. Actually the Department of Agriculture has always maintained, and still does, that dry-land farming has a definite place in our agricultural pattern. However, in the past as now, we have insisted that the use of land for this purpose should be based on sound, scientific soil surveys and adequate land classification. Your reference to the 1908 *Yearbook* was taken from a treatise on soil surveys and the importance of this work to dry-land agriculture. Since your reference to the 1916 *Yearbook* was not complete, the excerpt is given in full below in order that you may see that the Agriculture Department was even then displaying a danger sign against the promiscuous use of dry land for cropping. The complete quotation follows:

> Moreover, many improved farm methods have been introduced by the department. "Dry farming," for example *in spite of the fact that it has not realized the early expectations of its advocates,* has opened up to agriculture vast areas of semiarid country which before were given over to the sage brush and cactus, the rattlesnake, and the prairie dog.
>
> In a sense, the term "dry farming," is somewhat misleading. *The Department of Agriculture is teaching farmers how successfully to conserve the moisture in the soil, and it has introduced various crops which do well with a minimum of moisture. Further than that it has been unable to go without having recourse to irrigation.* The present position of the department with regard to dry farming is somewhat analogous to that of a member of the Illinois Legislature, who, on being asked by a committee of the Anti-Saloon League whether he was "wet" or "dry," replied that they could put him down as "moist." In other words, the best dry farming is in reality moist farming.

As a matter of fact, homesteading in the Great Plains area, and elsewhere in semiarid

territory, was far advanced before any research work on crop production was done by the Department of Agriculture. Establishment of dry-land experimental farms by the Department and State Experiment Stations came about because of the strong demand from settlers already in the territory for assistance in meeting their farming problems. The desire of the American people to own land, high-pressure salesmanship of railroads and land locators, and other factors, primarily were responsible for resettlement and cultivation of the semi-arid lands. Efforts of this Department and the State Experiment Stations primarily have been directed toward the development of cultivation methods and crop varieties adapted to dry-land farming conditions in order to lessen as much as possible the hazards of farming such types of land.

In the light of present circumstances, it seems evident that the Department of Agriculture should have more strongly opposed the land disposal policy which permitted the selection, without classification, of land for such use, just as it now opposes the improper use of forage, another agricultural crop, on range lands. In the final analysis the responsibility for aggressive, constructive leadership in matters of land disposal policy rests in the Department having jurisdiction.

The report of this Department does not differ markedly from your own statement relative to regulations and legal provisions for the protection of water holes and other such key tracts. Yet, in spite of legal provisions and regulations calling for affidavits, many key tracts and water holes controlling large forage resources have passed to private ownership. If the report implies that this was due to poor administration of the law, the inference seems logical.

Our impression has been that there is now no question as to whether the "Stock Raising Homestead Law" was or was not beneficial to the West.[8] No person who has made a factual and realistic study of the subject seems to have such doubts. Secretary Work, in his *Report* for 1924, covered this situation quite conclusively when he said:

> Stock raising on a tract limited to 640 acres is not practicable and homesteads for stock raising are rapidly reverting to the open range. The Government has been criticized because it invites its citizens to enter public lands of this character, invest their small savings in an effort to develop them, only to find that they have wasted their time and capital in a fruitless struggle against insurmountable difficulties. The attention of Congress is called to this phase of the public land situation in the hope that consideration would be given to the repeal of the stock-raising homestead act. The remaining grazing lands can be otherwise administered with greater advantage to the Government and the stockmen.

If subsequent developments have modified the above clear-cut and unequivocal statement, they have escaped the attention of this Department. Dr. Sherman,[8] on pages 222 and 223 of *The Western Range*, covers the history very well indeed.

When this stock-raising homestead law was promulgated and initiated by the Department of the Interior, sound and constructive principles of classification and administration were formulated and applied for perhaps the first year or two of the life of the act. If those principles had been adhered to consistently, consequences of the act would have been much less harmful. It was later liberalization of the principles of classification and administration which gave rise to the conditions which have since led the Department of the Interior to advocate the repeal of the law.

The history of the Pumpkin-Mizpah Creek District in Montana deserves factual clarification. The idea back of this experiment belongs neither to Agriculture nor Interior, but to Mr. Evan W. Hall, then Agricultural Agent for the Chicago, Milwaukee, St. Paul & Pacific Railroad. After conferences with local stockmen, he proposed the idea to Scott Leavitt, then Congressman from Montana, previously a Forest Supervisor in Montana. Conferences attended by Mr. Leavitt, interested stockmen, and representatives of the Department of

Interior and Agriculture were held. Suitable legislation sponsored by Leavitt was passed. The then Secretary of Interior, Hubert Work, requested that Forest Supervisor Simpson, whose headquarters were at Miles City, help organize the unit on a sound basis. The Forest Service conducted and paid for the partial range survey used to determine proper stocking. Mr. Simpson helped draft many of the preliminary rules and regulations. Clearly the Forest Service did have a major part in outlining this project.

The inference that the report attacks private owners of range lands is noted. What the report has to say regarding private range lands is no more an attack than is calling to public attention the wastes from erosion on farm lands, from improper handling of private oil lands, from pollution of streams, or from that human waste which inevitably accompanied the destruction of our natural resources. It is, I take it, appropriate to direct attention to facts needed to formulate sound practices for the welfare of individual owners and community interests.

Characterization of the report as "a thinly veiled attack upon a sister department" has no greater justification than exists for similar characterization of reports in support of a proposed Department of Conservation. In urging the grouping of Governmental work on range and forest lands in the Department of Agriculture, the report follows logical reasoning by placing in that Department the functions of Government having to do with agriculture on range and crop lands alike. I recall your own public advocacy of legislation which would eventuate in the transfer of agricultural functions from the Department of Agriculture to a renamed Department of Interior. Certainly you would not deny this Department privileges which you yourself feel are wholly ethical and appropriate in similar circumstances. Certainly I have never publicly made as biting criticisms of Interior as I can cite in printed records of your remarks about Agriculture. As a matter of fact, this Department has consciously refrained from making public replies to such remarks. Only reluctantly, after you had made the subject one of open controversy, have we carried on any public discussion of the issues, and then impersonally.

The alleged existence of "the calm assumption that all competence in the administration of grazing resides in the Department of Agriculture, and that the Interior Department is entirely innocent of competence in this field" lacks substantiation. The report states that "Action has been started in the grazing districts * * * under the Department of the Interior." And it gives full credit to progress under way on Indian grazing lands, and to existing instances where private owners have made creditable accomplishments. One can not be unmindful, however, that the Forest Service has the largest group of men with training and experience in range management; that this Service has had thirty years of experience in this field; that it has maintained leadership in research in range land problems; and that elsewhere in the Department of Agriculture is found the technical assistance range management must have in plant industry, animal industry, wildlife, soil technology, plant disease and insects, agricultural economics and a wide field of other services. A review of the extensive literature on the subject shows that most of it has been prepared by the Department of Agriculture or by the State Agricultural Colleges, in part with the aid of the Department of Agriculture; relatively little by the Department of the Interior. This is merely a statement of a situation, not an attack.

In the report *The Western Range* this Department has endeavored to view the whole range situation, and to present the facts regarding it impartially and fearlessly in order to obtain for a great natural resource the public interest and support needed for its conservation. In that process it has been necessary to emphasize certain of the causes of existing conditions. Regardless of how carefully it is presented, the truth sometimes hurts. But if real progress is to be made, the truth must be known and faced. Specious and unfair criticism will, of course, contribute nothing to the solution of a problem which challenges the intelligence of the

American people and menaces their future security and progress. Each executive department must scrutinize its past record in so realistic a way that the truth will be known and faced. It is my desire that the Department of Agriculture shall do just that. I assume it to be your desire that the Department of the Interior shall act in a similar way.[10]

Sincerely,

(Signed) H. A. WALLACE

[13:PSF:AGRICULTURE:T:COPY]

[1]Roland R. Renne, economist, president of Montana State College.

[2]Benjamin H. Hibbard, author of *A History of the Public Land Policies* (New York: P. Smith, 1939).

[3]John Ise, author of *United States Forest Policy* (New Haven: Yale University, 1920).

[4]Frank K. Cameron, author of numerous studies of soil solutions.

[5]John Wesley Powell, director of the U. S. Geological Survey, 1880-94.

[6]Frederick H. Newell (1862-1932), director of the U. S. Geological Survey, 1907-14.

[7]In 1916, Rep. William Kent of California introduced H.R. 12040, a bill to classify the public lands. It was not reported from committee *(Cong. Rec.*, 64th Cong., 1st sess., 53:3, 2958).

[8]The Stock-Raising (or Stock-Grazing) Homestead Act of 1916 (39 *Stat.* 862) permitted entry on homesteads of 640 acres on "non-irrigable, non-timbered land chiefly valuable for grazing and raising forage crops."

[9]Edward A. Sherman, assistant chief of the Forest Service.

[10]This letter forms part of a transcript of the Ickes-Wallace correspondence on the Forest service report, *The Western Range.* The transcript, sent by Wallace to Roosevelt, is undated and unaddressed. It begins with a reference by Wallace to "a very frank talk" he had had with Ickes on Jan. 7, 1937, presumably on their differences over the report.

570 ERNEST C. OBERHOLTZER, EXECUTIVE SECRETARY, QUETICO-SUPERIOR COMMITTEE, TO ROOSEVELT

CHICAGO, ILL., *December 19, 1936*

MY DEAR MR. PRESIDENT: The Quetico-Superior Committee, created by Executive Order of June 30, 1934 (No. 6783), has been seeking, in accordance with your instructions, to facilitate the earliest possible attainment of a vast international peace memorial among the border lakes of Minnesota and Ontario. To this end all the departments of the government have been cooperating loyally with the recommendations of your Committee.

The Committee has sought above all to keep uninhabited wilderness sections of the lakeland free from occupancy and invading highways. In accordance with that purpose, after most thorough study of the problem, the Committee unanimously disapproved a proposed re-location of a main trunk highway, which would traverse the Indian Reservation of Grand Portage and the rugged wilderness area to the east, forming the easternmost tip of Minnesota. The Committee has again and again reaffirmed its position against this proposed relocation, believing it unnecessary uneconomic, and inimical to the larger public objectives of the

Quetico-Superior program. It would mean abandoning a route through the only country that is now settled for a more expensive route through an uninhabited country, where great damage would be done to scenic and wild life values. In our judgment the proposed road, by diverting through traffic through the undisturbed historic area of Grand Portage, would largely destroy the usefulness of that location as the eastern gateway to the Quetico-Superior lakeland and as the nearest entrance to the Isle Royale National Park.

I am glad to report moreover that the Indian Office, because of its own plans and necessities, has concurred in these views and that the Bureau of Public Roads in accordance has served notice upon the Highway Department of Minnesota that no federal funds will be available for construction of the highway, so long as the Indian Office objects.

The Highway Department of Minnesota, nevertheless, is trying to break down this position. Condemnation proceedings have already been begun in the federal courts against the Indian Office. Moreover, pending decision by the judge, the Highway Department now has a delegation in Washington to force a surrender by the federal agencies that have opposed. Their move has been so unexpected that we have found it impossible in the time available to reach and to inform all the senators and officials whose aid is being enlisted. It is our understanding that the Highway Department will seek your own personal intervention.

Under the circumstances we have felt in duty bound to remind you of the action already taken by your Committee and by the government agencies involved and to express the earnest hope that nothing may occur to jeopardize complete fulfillment of your Quetico-Superior program. The public stake is very large.[1]

Respectfully yours.

ERNEST C. OBERHOLTZER

[13:OF 1119:TS]

[1]Answered *post*, 572.

571 MORRIS L. COOKE, CHAIRMAN, GREAT PLAINS COMMITTEE, TO ROOSEVELT

WASHINGTON, *December 29, 1936*

MY DEAR MR. PRESIDENT: Your Great Plains Committee has finished the drafting of its report. It was unanimously arrived at and this without important compromises. Drafts of two sections (Summary Introduction and Chapter 6 containing our specific recommendations) are handed you herewith. Unless you instruct us to the contrary the report will be turned over to the Government Printing Office at once with the expectation that 500 complete copies can be put in your hands during January.[1]

The necessity for Federal leadership was recognized in the appointment of the Committee and is re-affirmed in the Committee's recommendations. Obviously it is neither possible nor desirable that the Federal Government should do all that needs to be done. Therefore the Committee has attempted to analyze the task, recommending action by the Federal Government, suggesting action by State, local and private agencies and emphasizing the necessity for a unified program which all agencies will be willing to accept.

The Committee recommends that the Federal Government: (1) make or complete intensive

surveys of the land and other resources of the Great Plains; (2) acquire certain lands in range areas for controlled sale or lease; (3) encourage by extensions of credit and by demonstrations the formation of farms large enough to provide a secure and adequate living for an average-sized American family; (4) encourage small-sized irrigation systems and the use of known measures for developing and conserving the available water supply; (5) establish a continuing co-ordinating territorial agency to ensure the best use of the resources of all Federal agencies concerned in the Great Plains, to bring together all pertinent information, and to furnish all proper advice and assistance that may be requested by non-Federal agencies.

It is suggested that the States revise and codify laws relating to tenancy, water use and conservation; that they examine the possibility of zoning to ensure the best uses of rural land and water; that they promote and supervise grazing associations; that they form districts for the control of erosion on arable lands; that they retain control of tax-delinquent range lands; that they make possible the consolidation of uneconomical local governments and the revision of local tax systems to bring them into harmony with the earning power of the land; that they systematize their efforts to develop water resources and prevent the waste of water; and that they stimulate by new laws the giving of more equitable leases and the acquisition of land by permanent, competent and non-speculative operators.

It is suggested that every proper means be used to educate local communities and individuals in the proven principles of land and water conservation, including shifts of farm practice to reduce dependence on the "cash crop," the creation of feed reserves for use in dry years, methods of cultivation which reduce evaporation and erosion, flexible cropping plans to conform to the amount of moisture in the soil at seeding time, and the planting of trees and shrubs in practicable locations.

All reference to costs and appropriations have been excluded from the report. Generally speaking we have interpreted long term program as one requiring say twenty years for its execution. In addition to the report proper—running 40,000 words—there will be Supplements and Appendices, but all popularly presented.

The Committee believes that the preservation and enhancement of human and natural resources in the Great Plains area is possible, that it can rest on the democratic basis of general consent secured by education and conference, but that to be wholly successful the program must be initiated by the Federal Government and without unnecessary delay.[2]

Yours very sincerely,

MORRIS L. COOKE

[Notation: A] Message to Cong 2/10/37

[13:OF 2285:TS]

[1]*The Future of the Great Plains, Report of the Great Plains Committee* (Washington, 1936).

[2]Answered *post*, 573.

572 ROOSEVELT TO ERNEST C. OBERHOLTZER, EXECUTIVE SECRETARY, QUETICO-SUPERIOR COMMITTEE, Minneapolis

WASHINGTON, *January 7, 1937*

MY DEAR MR. OBERHOLTZER: Your letter of December 19 has been received.

I find that representation has been made to Secretary Ickes of the desire of the State of Minnesota to locate a road through the eastern boundary of the Grand Portage Indian Reservation. He is going into the question thoroughly, and I am sure that he will not take any action inimical to the preservation of the wilderness area on the eastern point of the State. As you know, I have a good deal of interest in the objectives of the Quetico-Superior Committee, and I am glad to be informed of this situation.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1119:CT]

[1]Drafted by the Interior Department.

573 ROOSEVELT TO MORRIS L. COOKE, CHAIRMAN, GREAT PLAINS COMMITTEE

[WASHINGTON] *January 7, 1937*

MEMORANDUM FOR MORRIS L. COOKE: I have read the "Foreword and Summary" of the report of the Great Plains Committee with the greatest interest. It is my thought that I shall send the whole thing to Congress immediately after January twentieth.

Will you please prepare for me a very short message to Congress which I can use in transmitting it.[1]

F.D.R.

[13:OF 2285:CT]

[1]This is in reply to Cooke's letter sending the report, Dec. 29, 1936, *ante*, 571. Cooke submitted three drafts with a letter to Roosevelt of Jan. 22, 1937 (OF 2285). See *post*, 588.

574 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *Jan. 14, 1937*

MY DEAR MR. PRESIDENT: I appreciate the opportunity to review the Report of the Great Plains Committee in advance of your approval.

The recommendations in the report indicate a gratifying endorsement and extension of the previous proposals of the National Resources Committee and of the suggestions submitted by State and regional planning agencies in the Great Plains area. There is real need for a continuing regional planning agency operating in cooperation with State Planning Boards and under the general guidance of the permanent National Resources Board proposed in your message to Congress on administrative management. To be consistent with your previous recommendations, it should, of course, report through the permanent National Resources Board and not be a separate governmental agency.[1]

The attached brief review of the specific recommendations in the report shows a number of

points which would seem to require further study of clearer orientation in relations to the reorganization of the Government and policies for cooperation with State and local agencies. Presumably, when the general recommendations in the report are crystallized into specific plans for action by the proposed continuing regional planning agency, these questions will be answered through the permanent National Resources Board.

Sincerely yours,

HAROLD L. ICKES

[13:OF 2285:TS]

[1]Cooke had learned that the Great Plains Committee report had been reviewed by Ickes and Delano of the National Resources Committee. In a letter to Rudolph Forster, Executive Clerk of the White House Office, Jan. 25, 1937 (OF 2285), he said that he did not know what objections had been raised but that they might have to do with the agency proposed to effect coordination in the field, and that Ickes and Delano might be afraid that this plan would conflict with the pending reorganization of the National Resources Committee. Cooke said that the Great Plains Committee had been "careful to use wording which would not conflict with any such reorganization however comprehensive and radical it might be," but that it believed the need of coordination in the Great Plains area was so great that it could not be allowed to wait.

575 *[Enclosure]* FREDERICK A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE, TO HAROLD L. ICKES

WASHINGTON, *January 13, 1937*

MEMORANDUM FOR THE CHAIRMAN: Under date of October 6, 1936, The President wrote to you, "It is my thought that after the report of the Drought Area Committee has been tentatively drafted, I would discuss the recommendations with you and Mr. Delano before the final report is made."

Late yesterday afternoon Mr. Forster sent for Mr. Eliot to come over to the White House and gave him Mr. Cooke's copy of the report with the covering letter which indicates that the report is due for delivery from the printer January 22 and that Mr. Cooke is advocating transmittal to Congress on the 26th.

The report of the Great Plains Committee follows quite closely the previous recommendations of the National Resources Committee and its predecessors. The principal recommendations for further investigations, purchase of submarginal land, increasing the size of farms, water development, rural zoning, erosion control measures, blocking up tax delinquent lands, and finally for a continuing regional planning organization are all direct follow-ups or repetitions of our previous proposals.

The deficiencies and doubtful points in the report which after a single reading of the document appear important are, as follows:

(a) General questions concerning the attitude displayed by the report;

(b) Major questions of policy;

(c) Detailed references to pages and specific phraseology; and

(d) Miscellaneous—in the supplement.

(a) General: Without wishing to make petty criticisms, the report appears to me to show the

result of haste and to miss a great opportunity in ignoring any previous report or recommendation on any of the subjects discussed. There is little continuity and no connection or mention of the previous work of the National Resources Committee from one end of the report to the other, except in connection with the Drainage Basin Study. This avoidance of mention of our Land Report[1] is both pointed and odd, considering that they repeat most of our recommendations.

There is an attitude throughout the report of telling the States where to "get off." It gives the impression in reading it that here is a group of Federal officials telling the poor misguided brethren where they got off and what they ought to do. It is also typical of the report that there is no mention throughout of State Planning, and in that way undoes some of our most important work.

If The President proposes to transmit this report with any kind of special message it would seem to me very important to cover the two foregoing points so as to avoid as much as possible a wrong impression.

(b) Major Questions: (1) The report proposes a new agency (pages XXXII and 147-148). Congressional sanctions and appropriations are involved in carrying out the recommendations for a new agency. This new agency is recommended either in connection with a permanent National Resources activity or separately. In view of The President's reorganization message I think the Great Plains Committee should be asked by The President to make its recommendations conform with his announced policy. It would be entirely proper to have a regional planning commission in the Great Plains reporting through a permanent Resources or Planning agency, but it should not be established by separate act of Congress, nor should it be a separate agency reporting either to Congress or to The President.

(2) The report advocates compensation to local governments in lieu of taxes for lands acquired by the Federal Government, although there is a warning in the report as to the possible danger of this device in perpetuating improper county organization. The whole principle is highly debatable in its effect on Government activities of all sorts throughout the country.

(3) The report recommends reorganization of the tax policy of the several States to provide assessment and rates of taxation based on income from land. It is argued that this revision will assist in preventing or reducing speculation. As you know, there is much to say in favor of reorganizing our real property taxes on this basis, but only if this revision of policy is accompanied by other methods of taxation to secure to the public the unearned increment of advance in land prices or speculation. Unless such a change in tax policy is accompanied by stronger controls over private gain at the public expense, it is likely to lead to more speculation rather than less. Again, while the group making the recommendation may be on the right track, there has hardly been time to study all of its implications and adequately appraise them.

(c) Specific Statements: Pages 94-98—recommended investigations: No reference to the percentage of these investigations already done or possible. No reference to possible use of State or local planning agencies for cooperation in investigations. Who is to decide which investigations come first?

Pages 98-102—Purchase of submarginal land: Who is to determine what land is submarginal and which of these areas should be acquired first? There is apparently no provision in the report for indication of State desires or cooperation, and the whole matter would be determined from Washington.

Pages 102-105—Control of range: There is a recommendation for cooperation among agencies; in other words, that the new land purchased will not be turned over to the Grazing Division of the Interior but kept by some other agency operated under a cooperative agreement. Just why it is necessary to have two agencies doing the same job in the same field is not explained.

Page 124—Zoning: It is recommended that county zoning be authorized. There is no reference in the report to the related problem of whether or not the country or groups of counties would make a better unit. In the Wisconsin experience it is clear that rural zoning cannot go ahead with any success unless guidance and leadership are provided by some State planning agency.

(d) Miscellaneous: In the supplement or memoranda on various subjects attached to the report: there is no indication of authors or the degree of the Committee's responsibility for the statements contained therein. There is much more doubt about some of the statements in the supplement than in the report proper. It was my understanding from Doctor Barrows before he left at Christmas time that the supplement was to be definitely the responsibility of the authors of the several memoranda and not of the Committee. In this section, I noted the following in reading it:

Page 200: Who determines what should be bought as submarginal land? See previous comment on pages 98-102.

Page 207, beginning of the long description of the Taylor Grazing Act: Apparently nobody in the Grazing Division has been consulted. I wonder if they are agreeable to the statement of what they are trying to do? There is also a strong endorsement of the Montana grazing associations. Does the Grazing Division approve of this method, or have they been consulted?

Page 237, begins a discussion of education for conservation: In every case the contributions to conservation from the Department of Agriculture are placed before the discussion of any corresponding activity in Interior; whereas all of the agencies in Agriculture dealing with conservation are set out in detail, there is no mention in this section of Parks, Grazing or Reclamation activities in Interior. In view of The President's recommendation for a Conservation Department, there is a serious question of whether this section should be included in the report.

FREDERIC A. DELANO

[13:OF 2285:TS]

[1]The *Report of the Land Planning Committee* was issued as part 2 of the National Resources Board's *Report on National Planning and Public Works in Relation to Natural Resources and Including Land Use and Water Resources* . . . (Washington, 1934). The committee issued a supplementary report (in eleven parts) in 1935: *Report on Land Planning.* The Land Planning Committee originated under the National Planning Board. When the latter agency was abolished in 1934 the committee became the Land Section of the Technical Committee of the National Resources Board but the former name continued to be used.

GSA U.S. General Services Administration

Franklin D. Roosevelt and Conservation

Volume Two

VOLUME TWO: 1937-1945

Part III
The Second Term
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576 MORRIS L. COOKE, CHAIRMAN, GREAT PLAINS COMMITTEE, TO STEPHEN T. EARLY, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *January 22, 1937*

MY DEAR MR. EARLY: Following up our conversation of a few days ago I hand you herewith a Summary of the Report of the Great Plains Committee. I understood you intended to give this to the newspapers twenty-four hours or so in advance of the report going to Congress.

An adequate supply of the reports will be available on Monday in case it should be decided to send the report to the Hill on Tuesday next.

Yours very sincerely,

MORRIS L. COOKE

[Notation: A] Cooke to put out release
[13:OF 2285:TS]

577 *[Enclosure]*

Confidential

Summary of the Final Report of the Great Plains Committee on the Future of the Great Plains

The problem of the Great Plains is not merely one of relief of a courageous and energetic people stricken by drought and economic depression; it is the problem of arresting the decline of an agricultural economy not adapted to the climatic conditions and of readjusting that economy in the light of experience and scientific information now available, the President's Great Plains Committee reported today.

The settlers of the Plains brought with them agricultural practices developed in the more humid regions from which they came. By coincidence, the period of settlement was generally one of above average rainfall and these practices, therefore, at first appeared suitable. Experience has shown that the rainfall hovers around and often falls below the critical point at which it is possible to grow crops by the agricultural methods common to humid regions.

A new economy based on conservation and effective use of all the water available is called for. Intelligent adjustment to the ways of Nature must take the place of attempts to "conquer" her.

The success of a long-time plan for essential readjustments in the Great Plains economy depends in the final analysis upon coordinated cooperation between Federal, State and local agencies. Federal agencies may advise, assist and coordinate; State agencies may administer permissive or mandatory legislation; local agencies and individuals will have to assume the final responsibility in effecting the necessary changes.

Pointing out that there is no simple solution to the problem, the Great Plains Committee has presented a three-part program of Federal, State and local action:

I. Lines of Federal action should include (1) a ten-year program of additional investigations and surveys; (2) the continued acquisition of land in range areas and the control and use of publicly owned range land in accordance with the objectives of general rehabilitation as well as of existing priorities; (3) measures to increase the size of farms too small for efficient operation; (4) the development of the water resources of the region, including small irrigation systems; (5) resettlement both within and without the region, when and if detailed readjustment plans indicate the necessity; (6) compensation to local governments where Federal land acquisition results in a shrinkage of the local tax basis; (7) the control and possible eradication of insect pests; and finally, (8) the exploration of the possibilities of developing other resources such as the vast lignite deposits to provide alternative occupation for some people.

II. Lines of State action should include (1) immediate surveys of present legislation affecting land and water use and conservation to determine the need for revision and extension; (2) the application to rural territory of the principle of zoning; (3) the encouragement of cooperative grazing associations as one method of alleviating the results of too-small holdings and checkerboard ownership patterns; (4) legislation permitting the formation of county soil conservation districts; (5) making tax-delinquent range lands available for coordinated use with other public lands instead of re-selling to private individuals; (6) the encouragement of local communities to make broader use of legislation permitting consolidation of local governments; (7) revision of the taxing system to take account of the current or average income from the land; (8) measures to promote ownership and permanent occupancy of the land and to make more equitable the position of those who continue as tenants; and finally, (9) assistance to farmers in meeting the basic water problems of the region, including aid in developing local water supplies for stock through tax reductions, simplified procedures for adjudicating water rights and encouragement of small or medium sized irrigation projects.

III. Lines of local action—which can be guided by Federal and State action, but cannot be coerced—should include (1) the enlargement of undersized operating units and the establishment of cooperative grazing ranges; (2) major shifts in the cropping plans to reduce the single "cash crop" and restore the more stable "balanced farm"; (3) flexible cropping plans to permit the adaptation of each season's crop to the amount of moisture in the soil at planting time; (4) the creation of feed and seed reserves against dry years; (5) the conservation of soil moisture by such means as contour plowing and listing, contour strips, terracing, leaving of stubble and crop residue in the ground, and planting of sweet clover and winter rye on sandy soils; (6) supplemental irrigation where practicable; (7) fuller utilization of springs and wells where stock are to be pastured; and finally, (8) the planting of trees and shrubs as windbreaks on borders of fields and around houses.

Noting that over fifty Federal agencies in addition to State, county and municipal governments and various types of districts which have been or will be formed under State

legislation touch the problems of the Great Plains at one point or another, the Great Plains Committee concludes its recommendations with the suggestion that a Federal agency be established to promote readjustments and coordinate the activities in this field. Such an agency should not displace existing agencies or assume any administrative control over the operations those bodies normally carry on. Its field should be that of a continuing study of the Great Plains problem and of endeavoring by consultation, education, persuasion and guidance to integrate the efforts of all forces. It should report annually with recommendations as to Federal legislation bearing on the Great Plains and should be prepared to recommend, after appropriate consultation, to State and local political subdivisions such legislation as may be deemed desirable. The precise manner in which the proposed agency should be woven into the administrative fabric of the Federal government is left for later determination. In conclusion, the Report states:

Public opinion throughout the Great Plains appears to be ripe for this step . . . during recent years the economic drift in the Great Plains has been steadily downward. If the deplorable consequences, recently heightened as a result of the depression and drought, are to be arrested, it will only be because the entire Nation takes the situation in hand promptly, emphatically, and competently. There is no controversy as to ultimate objectives and there should be none as to immediate means.

In a sense the Great Plains afford a test of American ways of dealing with matters of urgent common concern. They have not responded favorably to a purely individualistic system of pioneering. The Committee is confident that they will respond to an altered system which will invoke the power of voluntary cooperation without sacrificing any of the virtues of local initiative and self-reliance.

The Great Plains Committee was appointed by the President in September, 1936, after the Great Plains Drought Area Committee of last summer had reported. The Committee was instructed to bring in a comprehensive Report which should serve as the basis for legislation by the new Congress. The Committee includes: Harlan H. Barrows, Professor of Geography, University of Chicago, Member, Water Resources Committee, National Resources Committee; H. H. Bennett, Chief, Soil Conservation Service, Department of Agriculture; L. C. Gray, Assistant Administrator, Resettlement Administration; F. C. Harrington, Assistant Administrator, Works Progress Administration; Richard C. Moore, Colonel, Corps of Engineers, U. S. A., Division Engineer, Missouri River Division; John C. Page, Acting Commissioner, Bureau of Reclamation, Department of the Interior; Harlow S. Person, Consulting Economist, Rural Electrification Administration; Morris L. Cooke, Administrator, Rural Electrification Administration (Chairman).[1]

[13:OF 2285:T]

[1]The first two paragraphs of this summary were used as the basis of the first two paragraphs of Roosevelt's message to Congress of Feb. 10, 1937, transmitting the report, *post*, 588.

578 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *January 22, 1937*

DEAR MR. PRESIDENT: I told Mr. Richey, Chief of the Bureau of Plant Industry, of your feeling about the failure of the farmers of the Great Plains to utilize the results of the investigational work of the Bureau. Of course, it is true that the Bureau is more of a research agency than an action agency but nevertheless it has engaged in a number of cooperative shelterbelt plantings as shown by the enclosed maps.[1]

Respectfully,

[HENRY A. WALLACE]

[13:OF I—C:CT]

[1]Not present.

579 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *January 23, 1937*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: I do not desire to be critical of the experimental work of the Bureau of Plant Industry because I am sure that they have learned much during the past twenty years in regard to tree or shrub coverage on arid or semiarid land. This experimental work should go on, testing an even larger number of potential tree or shrub plants from every part of the world and including, for example, more species from South America and Africa and Central Asia than we have tested before.

The enclosed report[1] proves, however, that I was right in thinking that the acreage in private and public ownership, which has so far benefitted from the experimental work, is negligible. I have personally seen numbers of individual farms included in the total of four thousand farmers now "cooperating" with these shelter-belt experimental test plantings. On these farms, in many cases, only a few acres running down to only a few hundred square feet are planted and many of the plantings are ornamental rather than soil conserving. The total net result in acreage is negligible from the point of view of soil conservation and water retention.

I wish the Department would study and give me a report on this whole subject from a large acreage point of view. In the State of New York alone, for example, over forty million trees a year are produced by the State and planted either on State owned land or on privately owned land.[2] This means a total of forty thousand acres a year planted to trees. If the State of New York can do this for a very small annual cost, it is time that the Federal Government did it, especially on the vast public domain, the title of which is still in the Federal Government.[3]

F.D.R.

[13:OF I—C:T:COPY]

[1]Not identified.

[2]Actually, 52,000,000 trees in 1935 and 48,000,000 in 1936, according to the *Annual Reports* of the New York State Conservation Department for these years.

[3]Answered *post*, 600.

580 ROOSEVELT TO THE NEW YORK ROD AND GUN EDITORS ASSOCIATION

[WASHINGTON] *January 25, 1937*

TO THE MEMBERS OF THE NEW YORK ROD AND GUN EDITORS ASSOCIATION: It is a pleasure to present to the New York Rod and Gun Editors Association and its assembled guests, who have dedicated themselves to the cause of conservation, my official greetings and personal wishes for success in their undertaking. I appreciate your confidence in selecting me to receive your first annual conservation award and I am glad to accept your

invitation to send this message of greeting.[1]

Long ago, I pledged myself to a policy of conservation which would guard against the ravaging of our forests, the waste of our good earth and water supplies, the squandering of irreplaceable oil and mineral deposits, the preservation of our wild life and the protection of our streams. We must all dedicate ourselves for our own self-protection to the cause of true conservation.

Much progress has been made during the past four years but the full significance of conservation as related to our national welfare is not yet clear to all of our people. I believe, however, that more and more of our citizens are coming to appreciate that the natural resources of America, while vast, are neither limitless nor inexhaustible. I also am encouraged to believe that today there is a better understanding of the problems that are faced by the government in this respect than at any previous time in our history.

I gratefully acknowledge and accept your aid in this enterprise.

[FRANKLIN D. ROOSEVELT]

[13:PPF 4301:CT]

[1]This award (a model of an eighteenth-century Hudson River packet) was given to Roosevelt for having made "the greatest individual contribution to conservation in the United States during 1936" through his sponsorship of the Civilian Conservation Corps and of other conservation measures (Fred Fletcher, chairman, banquet committee, New York Rod and Gun Editors Association, to Roosevelt, Dec. 18, 1936, PPF 4301). The statement here printed was drafted by the Interior Department, but references in the draft to the desirability of a conservation department and a permanent national resources board (amounting to about a third of the text) were removed by the White House (Michael W. Straus to Hassett, Jan. 15, 1937, enclosing the draft, PPF 4301). Ickes read the statement at the dinner of the association. The ship model is now in the Franklin D. Roosevelt Library.

581 PRESS CONFERENCE, Executive Offices of the White House, January 26, 1937, 4:05 P. M.

[Excerpt] Q: Is this flood going to give a stronger interest to more permanent flood control work in that area?[1]

The President: I would rather put it on a broader basis. We had an editorial this morning that pointed out that whenever we have a flood we have three or four different groups who rush to the Government to get money for this, that or the other thing.[2] There are the people who are downstream, who want more and better levees, and then the next group that wants dams in the rivers, and another group that wants to go up into the headwaters and plant trees, and another group that says it is entirely a question of soil erosion. So you get all these different groups that say their own particular pet theory will stop the flood.

I have come to the conclusion that we have to pursue all of these things simultaneously. They all tie in in a general picture and, for the first time, we have in the last three or four years been developing a synchronized program to tie in the entire field of flood prevention and soil erosion. That is one reason why I hope, in the Reorganization Bill, we can have a Central Planning Authority, which will be responsible for, let us say in the case of all of the waters of the Mississippi, responsible for a plan which will cover all of the watersheds that go into the Mississippi.[3] And then all the work that is being carried on will have some relationship to the work that is being carried on at some other point.

[13: PRESIDENT'S PRESS CONFERENCES: T]

[1]The Ohio Valley.

[2]The leading editorial of the New York *Times* of Jan. 26, 1937, was on this subject and was probably the one meant.

[3]The "Reorganization Bill" had yet to be introduced. On Jan. 12, 1937, Roosevelt sent to the Congress the report of the President's Committee on Administrative Management, appointed by him in 1936 to consider means to improve the administration of the executive branch of the Government. (The message accompanying the report and a summary of it are printed in Rosenman, ed., *Public Papers,* V, 668-681.) Among other things, the report recommended the establishment of a permanent national resources planning board to plan the development and use of the country's resources, and the creation of a department of conservation to administer the public lands and parks and the conservation laws. To prepare the necessary legislation, the Congress appointed the Joint Committee on Government Organization, with Senator Robinson of Arkansas as chairman. On June 23 Robinson introduced S. 2700, embodying certain of the recommendations of the committee. This was not acted upon nor was a bill of the same title, S. 2970, introduced by Byrnes (S. C.), on Aug. 16, 1937. The reorganization bill finally enacted was H. R. 4425, introduced by Cochran (Mo.) on Feb. 23, 1939 *(Cong. Rec.,* 75th Cong., 1st sess., 81:6, 6207; 81:8, 8939, 9327; 76th Cong., 1st sess., 84:2, 1850). This was approved April 3, 1939, as the Reorganization Act of 1939 (53 *Stat.* 561).

582 SENATOR ELBERT D. THOMAS OF UTAH TO ROOSEVELT

[WASHINGTON] *January 29, 1937*

MY DEAR MR. PRESIDENT: A situation has arisen in the Western mining states regarding prospecting and location under the United States mining laws within the boundaries of game preserves which I believe is in need of correction.

Since the creation of game preserves by Executive order, the General Land Office of the Department of the Interior has taken the position that the creation of a national game preserve is a withdrawal of the lands for an exclusive purpose, and prevents other disposition of the land under the public land law. The General Land Office has consistently held that national game preserves are not open for prospecting and location under the United States mining laws.

It is my belief that prospecting and location under the United States mining laws should be permitted within the boundaries of national game preserves. I do not believe that such mining activities will interfere with the purposes of the creation of the game preserves, and application of the present ruling of the General Land Office constitutes a formidable drawback to mining development in the Western states.

Inasmuch as the national game preserves were created by Executive order, I believe a reservation of mining rights in such preserves may be effected in like manner.

Therefore, I request that consideration be given to this matter to the end that an Executive order may be issued if it is practicable to do so.[1]

Respectfully submitted,

ELBERT D. THOMAS

[13:OF 378:TS]

[1]Answered *post,* 603.

583 ROOSEVELT TO HENDRIK WILLEM VAN LOON, South Norwalk, Connecticut

[WASHINGTON] *February 2, 1937*

DEAR HENDRIK: The "Missis" showed me that gem of a broadcast of yours on January nineteenth. You are a wise adviser and your advice is much needed by the American people.

There is only one little thought to which I, as a Dutchess County, New York and Meriwether County, Georgia, farmer, take exception. When you suggest that this Nation could feed two billion people, my conservationist self rises up.[1] I am no great naturalist like T. R. but I do know that with every known modern device we would be very fortunate in this country if we could grow enough food to feed three hundred million people. The reason is this: all of what you so delightfully term the "promontory of Asia"—Europe—happens to have an amazing climate. For century after century your Netherlandish ancestors and mine, whether they lived near the mouth of the Rhine or further up the river or still further east, could count on an almost complete lack of erosion for the very simple reason that the European rains drop constantly but gently from heaven and the wash of topsoil from the cultivated land which replaced the forest has been, on the whole, negligible.

In almost every part of the United States, on the other hand, an equal amount of rain comes from the heavens in vast torrents and has taken away in three hundred years on this East Coast, about half of the original topsoil. I forget my figures, but I think I am approximately correct in saying that it takes one hundred years to restore one inch of topsoil through reforestation. Perhaps that is over optimistic.

Let me tell you the tale of a part of my farm at Hyde Park for which I have a fairly clear record. It was settled about 1740; the trees were cut; the stumps removed, the fields planted. The Old Dutch and New England owners used rotation of crops—corn and wheat and rye and grass. They had cows and manure from the barnyard was spread on the land. As late as 1840 that farm grew prize corn. But the toll had been taken and from then down to 1910, when I took hold of it, went from bad to worse. While it did not lie on steep land, the topsoil grew thinner and thinner each year through snow-melting floods and later torrents. In 1910 it grew only about one half the crops that it could have grown in its earlier days. I can lime it, cross-plough it, manure it and treat it with every art known to science but it has just plain run out—and now I am putting it into trees in the hope that my great-grandchildren will be able to try raising corn again—just one century from now.

That is the story of raising food supplies in America. At least one hundred million acres of land now under the plough ought not to be cultivated again for a whole hundred years.

I shall feel deeply insulted if you come to Washington again without letting me know, especially as I want to make a dirt farmer out of you.

As ever yours,

[FRANKLIN D. ROOSEVELT]
FDR/TMB

[13:PPF 2259:CT]

[1]A copy of van Loon's broadcast (made over WEAF in New York) was sent by him to Mrs. Roosevelt in a letter of Jan. 26, 1937 (PPF 2259). The broadcast dealt with the perils inherent in the overcrowding of Europe; the part referred to by Roosevelt reads: "Meanwhile, at the other side of the ocean there is our country, rich in everything that Europe lacks. It has 125,000,000 inhabitants. If it had the density of population of western Europe, it would

have two billion people, the total population of the earth, and it could feed them."

584 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *February 3, 1937*

TO THE CONGRESS OF THE UNITED STATES: During the depression we have substantially increased the facilities and developed the resources of our country for the common welfare through public works and work relief programs. We have been compelled to undertake actual work somewhat hurriedly in the emergency. Now it is time to develop a long-range plan and policy for construction—to provide the best use of our resources and to prepare in advance against any other emergency.

In a previous message, I have suggested a permanent planning agency under the Chief Executive in order that, among other things, all public works proposals may filter from the many individual departments and bureaus to a central planning place and thence to the President.[1]

I have also suggested to the Congress that following this course of planning the President will annually submit to the Congress a list of projects which have been studied and approved and, at the same time, inform the Congress, through the Budget, of the total amount of Federal funds which, in his judgment, should be appropriated for public works during the following fiscal year.

The list of public works submitted by the President in the Budget Message would, of course, be wholly advisory, for it is within the discretion of the Congress to eliminate projects from this list, to alter the scope of projects or to add other projects.

The report of the National Resources Committee on public works planning[2] which I submit today should, of course, be read in conjunction with the recommendations for highways, bridges, dams, flood control, and so forth, already under construction, estimates for which have been submitted in the Budget, and also should be read in conjunction with other special reports, such as the report of the Great Plains Committee which I expect to submit to the Congress in a few days.[3]

The National Resources Committee submits a six year program, based on selection and priority of public works. The period of six years is arbitrarily chosen and can, of course, be made to fit into annual future appropriations made by the Congress.

The report also contains recommendations on the timing of public works and division of costs in their relation to the necessary organization of future continued planning. I have already referred to this in my message relating to the reorganization of the Executive Branch of the Government.

As an example of the kind of reservoir of projects constituting the six-year program, a Drainage Basin Study is included in the report. This summary list of projects involving the uses of water is not to be regarded as fixed or final, as the report itself notes, but rather indicates a great forward step in the development of the planning process, considering not one project alone but the relationships between a great group of projects dealing with water use and control.

Through the formulation and annual revision of a program of all types of construction, revision and adoption of the program by Congress and appropriations under regular

budgetary procedure timed in part in relation to economic needs we can provide for the orderly development of our resources and the provision of needed facilities for our people.[4]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES:M]

[1]The message of Jan. 12, 1937 (Rosenman, ed., *Public Papers,* V, 668-674).

[2]Printed, with this message, as *Message from the President of the United States Transmitting a Proposed Plan of a Six-Year Program Submitted by the National Resources Committee Based on Selection and Priority of Public Works Projects* (Washington, 1937).

[3]*Post,* 588.

[4]In the Senate the message was referred to the Committee on Education and Labor; in the House, to the Committee of the Whole House *(Cong. Rec.*, 75th Cong., 1st sess., 81:1, 743, 817-818).

585 ROOSEVELT TO ROBERT H. WOOD, TEXAS HOUSE OF REPRESENTATIVES, Austin

[WASHINGTON] *February 5, 1937*

MY DEAR MR. WOOD: This is in reply to your letter of January twenty-fifth, inquiring about State administration of the soil conservation work now administered by the Department of Agriculture.[1]

Your letter does not make entirely clear whether you are referring to the program of the Agricultural Adjustment Administration or that of the Soil Conservation Service, both of which are administered by the Department of Agriculture.

Under the Soil Conservation and Domestic Allotment Act, as it now stands, the AAA conservation program would go on a State-aid basis not later than January 1, 1938. This feature was included in the law enacted by Congress last winter and was then thought to be a promising experiment. However, the nearer the date for transferring the program to a State-aid basis has approached, the greater and more complex the difficulties in this kind of operation appear to be. It is the opinion of many people in the various States, and it is my own opinion, that we cannot depend on parallel and simultaneous action by forty-eight States to assure a just return for agriculture. Therefore, it seems wise to postpone the date when the State-aid provisions in the present law become effective.

If you have in mind the program of the Soil Conservation Service involving erosion control and water conservation on watersheds, I would refer you to the Department of Agriculture, and the Standard State Soil Conservation Districts Law which has been recommended by the Department of Agriculture to facilitate the operation of that program.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I—R:CT]

[1]Wood said that he wanted the information so that he could present it to a committee of the Texas Legislature (OF I —R).

[2]Drafted by the Agriculture Department.

586 ROOSEVELT TO GOVERNOR MARTIN L. DAVEY, Columbus, Ohio

[WASHINGTON] *February 8, 1937*

MY DEAR GOVERNOR: In thinking over matters connected with the probable establishment of the Civilian Conservation Corps on a permanent basis it seems to me desirable to call attention to several phases of this work.

When I sent a special message to Congress in March 1933, proposing the creation of this new organization there were very few who visualized just what the new organization was intended to accomplish. Few states were prepared to accept their proper part of responsibility in the tasks that the new organization was intended to accomplish.

In this emergency we did not hesitate to authorize the use of federal funds to assist the states in receiving their proper share in this work. Letters, however, were sent to all state governors in May of 1933 and again in 1934 and in 1935, calling attention to this situation and urging that states which had not properly provided for their part in this work should immediately do so by enacting legislation where necessary and in appropriating necessary funds.

In the first place it is vitally important that each state should make adequate arrangement to maintain the physical improvements that have been accomplished by CCC camps on state property. This is with especial reference to state parks and state forests.

I would be glad to learn what measures your State has taken to insure the proper maintenance and orderly development of this work in your State.

Secondly but of equal importance it is necessary to maintain a competent staff to supervise and direct this maintenance and development work.

Because of the reasons referred to at the beginning of this letter many states did not have a technical staff set up to cooperate with the Federal Government in this work. In order that the high type of supervision considered necessary for the success of the work could be maintained federal funds were made available for the employment of technical and other personnel where state funds were not available.

It seems to me that the time has come for each state to make proper provision for taking over this part of the work. In preparation for the probable establishment of the CCC as a permanent federal agency consideration is now being given to what has been accomplished. Many camps are completing their approved work projects and it will be necessary in the coming months to find new work projects to which companies can be assigned. It will naturally follow that those states which show a proper concern for their part in this cooperative work with the Federal Government will be entitled to receive first consideration.

In order that we may have a clear picture I will appreciate your informing the Director, Robert Fechner, Post Office Department Building, Washington, D. C., of what your State has done or will agree to do in this important matter. If additional information is desired I am sure Mr. Fechner will be glad to supply it.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 268:CT]

[1]This letter, which was drafted by Fechner, was sent to all the governors. In his letter sending the draft (Jan. 18, 1937, OF 268), Fechner said that because the Emergency Conservation Work had been set up so suddenly, few states had had the funds or the authority to assume their share of the responsibility for the CCC work. In consequence the Government had been providing funds for the entire CCC activity in practically all the states.

587 PRESS CONFERENCE, Executive Offices of the White House, February 9, 1937, 4 P. M.

[Excerpt] Q: Mr. President, has anyone introduced an Arkansas Valley Authority Bill?

The President: Oh, I think there have been bills last session and this for two or three dozen authorities. I will tell you what we are talking about at the present time in regard to natural resources and public works. After looking at a dozen different schemes and examining into these individual bills for authorities like a Potomac River Authority, an Ohio River Authority, et cetera, we have come around to this point of view: I told this to the Senators this morning,[1] that in the interest of orderly planning it seems best to set up perhaps eight regions —not necessarily eight, it might be seven, nine, or ten, but eight regions, in a general way, seemed to cover the country without any one region having too large an area and at the same time avoiding too many small watersheds and thereby keeping the overhead down.

Each of these regional authorities or administrations or whatever Congress wanted to call them, would have the task every year of submitting a list of projects for flood or drought or soil erosion or navigable channels or reforestation within their region, listing them in the order of preference.

After all the regional reports were in—oh, say July or August—we would add up the figures of their recommendation and, based on the condition of the Treasury—in other words, a careful check-up by the Budget as part of the Budget Message—determine how much the President could recommend to the Congress for the Nation as a whole in his budget. Thereupon, under the reorganization plan the third agency under the President, the National Planning Agency, would get hold of these eight regional agencies and say to them, "The President can only approve so many dollars to go into his budget; therefore, will you all cut (of course it would be every year a cut) your recommendations down to fit into the total budget figure that is possible, and give us a list for each region of the things that would fit into the budget sum; then put down at the same time a B list of projects that you approve, that you have recommended, that are all ready to shoot on the following fiscal year."

The President thereupon submits both lists to Congress, the first list being within the budget, and the second list being what might be called alternative projects, leaving it to Congress to determine whether they want to go along with the original recommendation or lift anything out and put something else in—wholly a matter of congressional discretion.

That makes for early planning and ties in all of these problems that are before us because of acts of God and man during the past few years—drought, dust storms, floods; the control of floods by levees, reservoirs, and soil erosion control. They all tie into one general planning picture every single year—that is the important part. I shall probably have a few more conferences with members of the House and Senate in regard to it with the hope we will get some kind of legislation. It is a procedure that costs comparatively little money.

Q: What will be the cost, Mr. President?

The President: The cost will be very low.

Q: What will be the expenditure?

The President: Approximately what is being spent now on national planning—probably actually making a saving over what we are doing now on national planning because we have a dozen different agencies.

Q: How much will be spent on projects?

The President: That depends on what can go into the budget. It will come in under that $500,000,000 limitation that I talk about so often. That, of course, includes public buildings, highways, harbor work, and things of that kind.

Q: These would be regional divisions not corporate authorities?

The President: They would be regional divisions. In working it out, possibly in some cases the regional divisions would also have administrative duties—as, for instance, in the case of the T. V. A.—but in most instances they would be planning authorities.[2]

Q: When you talked to us about two years ago, when you used the phrase "reshaping the face of nature," you mentioned $500,000,000, but we did not understand that would include harbors.

The President: Yes, all public works.

Q: Would this new plan change the omnibus flood control bill enacted by Congress?

The President: It ties in with it. As you know, that bill authorized all kinds of things—about $300,000,000 worth. The taking up of those things depends each year upon the amount appropriated by Congress, and this fits right into that. It is possible that in the course of two or three years there may be coming from the planning division a recommendation that some of those projects rather hastily thrown together be eliminated and others put in their place.

Q: Do you plan strict adherence to the principle established in that omnibus bill with reference to local contributions?

The President: That's a headache. I will give you a very good illustration. Yesterday I approved a letter that the Secretary of War is going to send out. We had those terrible floods up on the Connecticut River—very serious, but didn't do as much damage as on the Ohio River; but they were front-page on the newspapers for two weeks, at least, and in New England longer than that. Congress appropriated $10,000,000 for immediate construction of reservoirs and things of that kind, conditioned on the four states involved—Vermont, New Hampshire, Massachusetts, and Connecticut—buying the land. The land cost was estimated at three and one-half million dollars, and the problem came, because most of the land was in Vermont and New Hampshire, as to how much Massachusetts and Connecticut would contribute. Vermont and New Hampshire didn't want to buy all the land for benefits that would accrue as far south as Hartford; so the state contract[3] method was tried.

The first week in August we were trying to work out a prorata of the cost of that land. We are now nearing the middle of February and they haven't bought any land; so the $10,000,000 which we are ready to spend is held up. We are ready to go ahead. That is the question brought up last week. It is discretionary on my part. We will start the work as soon as we get the land. That method doesn't seem to be working. That is as far as we have gone, except the Secretary of War is asking the governors of these four states whether they can get together,

and they are sending up our engineers to assist the states.

Q: What is the cure, Mr. President, for this headache you spoke of?

The President: I don't know. It obviously seems clear that the states and the localities ought to bear some of the burden; but when you come down to the prorating of it, it is an awfully difficult problem. I hesitate very definitely involving the Federal Government in bearing the whole expense, because I think we should have some local contribution.

Q: Some of these senators today said that power and reclamation would be tied in together.

The President: It all ties in together. One dam may be a dam solely for reclamation; another dam may be for reclamation and navigation: another dam may be for navigation and power. It depends on the individual project.[4]

Q: Mr. President, would these regional administrations deal only with Federal projects, or would they also plan what the states and localities might do with Federal aid?

The President: The message on drought has this sentence that goes up tomorrow: "All the different programs must be cooperative and will require complementary lines of action by the Federal Government, state governments, and all the states of the region." Don't use that in quotes, because the message has not gone to Congress yet.

[13: PRESIDENT'S PRESS CONFERENCES: T]

[1]Roosevelt apparently here referred to a White House conference with "Sen. Pope and western Senators", according to the appointments list for this day (PPF I—O).

[2]Some indication of Roosevelt's thinking with respect to the administrative organization of the proposed agencies is found in his letter to the Tennessee Valley Authority Board of Directors, Feb. 25, 1937 (OF 42): "As I have known for several weeks that Mr. Blandford has been working on a tentative report on administrative organization of the TVA, I have asked him to show me what he now has. I do this because whatever final report he makes to the Authority itself will have a direct bearing on the form of set-up proposed for other regional Authorities in other parts of the country. . . ." (John B. Blandford, Jr., was general manager of the Authority.)

[3]"Compact" is obviously meant.

[4]Roosevelt, on Jan. 27, 1937, had discussed the plan for a nation-wide system of regional authorities with Senator Norris. He had also discussed it with Ickes and other members of the special power policy committee (as distinct from the National Power Policy Committee), appointed on Jan. 18, 1937, to make recommendations on power policy legislation for the Bonneville project and all new power developments. Ickes, chairman of the special committee, said that the President's idea was to have the authorities do whatever sound conservation policies demanded, "all of them . . . to head up through the new Department of Conservation" *(Ickes' Diary,* II, 60-61; Roosevelt to Ickes, Jan. 16, 1937, OF 2575). Ickes submitted a draft bill on Feb. 9, 1937. In his covering letter to Roosevelt of that date (OF 2575), he said that the bill did not attempt to define a power policy for all Government projects, as it was the understanding of the committee that the formulation of such a policy could await the drafting of the bill the President had mentioned for the creation of eight conservation authorities.

The draft bill had to do only with the temporary administration of the Bonneville project. (Introduced Feb. 19, 1937, as H.R. 4948 it was not reported from committee.) Morris L. Cooke, a member of the power committee until his resignation as Rural Electrification Administrator on Feb. 6, 1937, was disturbed over the fact that power policy should be considered without reference to the problem of conservation in general. He prepared a long and carefully documented memorandum on the general thesis that, "In the use of vast resources of water power . . . considerations of policy run far beyond mere proprietorship and must embrace the public functions for which governments exist." In his covering letter to Roosevelt of Feb. 20, 1937 (OF 2575), he said that he was strongly convinced that some such general discussion should precede the drafting of any far-reaching power program. "Conservation and power are indissolubly linked. Should we proceed without this fact fully in mind we are likely to

make am error of the first order."

588 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *February 10, 1937*

TO THE CONGRESS OF THE UNITED STATES: I transmit herewith for the information of the Congress, the report of the Great Plains Committee under the title, "The Future of the Great Plains."[1]

The report indicates clearly that the problem of the Great Plains is not merely one of relief of a courageous and energetic people who have been stricken by several years of drought during a period of economic depression. It is much more fundamental than that. Depression and drought have only accentuated a situation which has been long developing. The problem is one of arresting the decline of an agricultural economy not adapted to the climatic conditions because of lack of information and understanding at the time of settlement, and of readjusting that economy in the light of later experience and of scientific information now available.

The settlers of the Plains brought with them agricultural practices developed in the more humid regions from which they came. By historic circumstance the period of settlement was generally one of rainfall above the average, and, although water was known to be scarce, these practices then appeared to be suitable. The long-run experience, however, has disclosed that the rainfall of the area hovers around, and, for considerable periods, falls below the critical point at which it is possible to grow crops by the agricultural methods common to humid regions. A new economy must be developed which is based on the conservation and effective utilization of all the water available, especially that which falls as rain and snow; an economy which represents generally a more rational adjustment of the organization of agriculture and cropping plans and methods to natural conditions.

The whole subject of drought on the Great Plains dovetails into the studies made by the National Resources Committee in the larger aspect of public works planning. Previous and current studies of land and water problems have been undertaken on a nation-wide basis. In this report they have been re-worked and applied by the Great Plains Committee in cooperation with other Federal agencies and with State and regional planning agencies as a component part of our desire to develop a program of constructive action for the drought area.

Whatever program is adopted must be cooperative and will require complementary lines of action by the Federal Government, State Governments and all the citizens of the Region individually. Each has material interests at stake and can no longer afford to defer constructive action; each has moral responsibility for unwitting contributions to the causes of the present situation; and especially each has responsibility for undertaking lines of action essential to effectiveness of action by the others.

The problem is one that can be solved, but the solution will take time. Therefore a policy should be determined, a long-run program formulated, and execution begun without undue delay.[2]

FRANKLIN D. ROOSEVELT

[W.H. PRESS RELEASES:M]

[1]*Future of the Great Plains. Report of the Great Plains Committee* (Washington, 1936). The *Report* was also printed, with this message of transmittal, as House Document 144, 75th Cong., 1st sess. (Washington, 1937).

[2]Morris L. Cooke submitted three drafts of this message: the text as here printed, minus paragraph 4; a draft omitting paragraph 3; and one omitting paragraph 5 (Cooke to Roosevelt, Jan. 22, 1937, OF 2285). Paragraph 4 was added by Ickes to the original Cooke draft to explain the relationship of the Great Plains Committee to the National Resources Committee (Ickes to Roosevelt, Jan. 25, 1937, OF 2285). Ickes' paragraph was revised in the White House, probably by Roosevelt. Senator Pope of Idaho, in a letter to McIntyre of Feb. 9, 1937 (OF 2285), referred to a White House conference of that date attended by him and other western senators: "At the conference this morning it was understood that we would submit to the President for his consideration a suggestion to be included in his message to Congress at the time of the transmittal of the report of the Great Plains Committee." He enclosed a one-page draft statement emphasizing the importance to the nation of reclamation; his covering letter, however, bears Mcintyre's notation: "Reed too late."

In the Senate the message was referred to the Committee on Agriculture and Forestry; in the House, to the Committee on Agriculture *(Cong. Rec.*, 75th Cong., 1st sess., 81:1, 1070, 1113).

589 ROOSEVELT TO REPRESENTATIVE HENRY C. LUCKEY OF NEBRASKA

[WASHINGTON, *February 11, 1937]*

MY DEAR MR. LUCKEY: Receipt is acknowledged of your letter of February 4, 1937, requesting a revision of the Budget estimates for the fiscal year 1938 for the Department of Agriculture so as to provide the sum of $100,000 for the establishment of a Forest Experiment Station in the Great Plains region.[1]

I am informed that the question of providing funds for the establishment of this experiment station was considered when the 1938 Budget was in course of preparation and it was the opinion of the Department of Agriculture that, because of other more pressing needs of the Department, the establishment of such a station could be deferred until the 1939 Budget.

In these circumstances I do not feel that the Budget for 1938 should be revised to include provision for this station. If the Department of Agriculture again presents the item for inclusion in the Budget for 1939 I can assure you that it will receive careful consideration.

Very truly yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] 2/11/37
[Notation: AS] DWB[2]

[13:OF I—C:CT]

[1]Luckey said in part (OF I—C): "Recent developments have shown the need for a separate station to serve the Great Plains and Prairie region. During the last fifty years some 700,000 acres of trees have been planted by farmers in this area, although they have not had information available on tree types which would survive in their particular localities." A forest experimental station had been authorized by an amendment, approved June 15, 1936, to the Forest Research Act of 1928. A similar request from Governor Robert L. Cochran of Nebraska, April 23, 1937 (OF I—C), was answered in the same language.

[2]Acting Budget Director Daniel W. Bell, in whose agency this letter was drafted.

590 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *February 16, 1937*

DEAR MR. PRESIDENT: A soil and water conservation program is a community enterprise and to be effective should be developed on a watershed basis. The landowners should have a legally authorized procedure by which they may get together to agree upon common action to meet a common problem, and to accept their responsibilities for the execution of a corrective program. Then too, as a matter of policy, the Federal Government should deal with a responsible public agency rather than with a large number of private individuals.

The Act which established the Soil Conservation Service, Public No. 46 of 1935, empowers the Secretary of Agriculture to require the States to enact legislation authorizing local cooperation in soil conservation, as a condition of his spending Federal money in any State for erosion-control work. Because the work is now in a demonstration stage, this requirement has not been fulfilled, although a number of States are now asking the Department for advice.

Most States do not have legally constituted agencies authorized to cooperate with the Federal Government for this purpose. To meet this situation a proposed Standard State Soil Conservation Districts Law has been prepared by the Land Policy Committee of the Department of Agriculture, and has been cleared with the National Emergency Council. This proposed Act provides the authority to create local conservation districts with power to establish and administer local programs for waterflow retardation and soil erosion prevention. The Act is broad enough to provide the basis for local cooperation in watersheds to alleviate floods.

It seems highly desirable that standard State legislation be enacted. Its adoption will aid in developing uniformity of legislation. It is also constitutionally imperative, because only the States can deal with this phase of erosion control. It will further establish a proper basis for Federal, State, and local cooperation in a National soil and water conservation program.

Many State legislatures are now in session. Most of them are considering legislation which would enable them to cooperate with the Federal Government in flood and erosion control programs. It occurs to me that it may be appropriate for you to send a letter to the Governors requesting their consideration of the proposed legislation. A draft of a proposed letter to the Governors is attached, together with a digest and complete text of the Standard State Soil Conservation Districts Law.[1]

Respectfully,

H. A. WALLACE

[13:OF I:TS]

[1]The digest (typed) is entitled, "Basic Provisions of the Standard State Soil Conservation Districts Law." The text is *A Standard State Soil Conservation Districts Law* (Washington, 1936). Letters modeled on the draft enclosed were sent to the governors on Feb. 23, 1937; see *post*, 597.

591 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *February 16, 1937*

DEAR MR. PRESIDENT: The Department of Agriculture has responsibilities for work on watersheds for waterflow retardation and soil erosion prevention under the Omnibus Flood Control Act of 1936; similarly, the War Department is responsible for work on the waterways.

In the discharge of these responsibilities satisfactory assurance of cooperation from the States

must be obtained. State and local cooperation adequate to meet the needs of the War Department is provided in the Flood Control Act. There is no provision for any State or local cooperation with the Department of Agriculture, although much of the control work must be done on farms and other private lands.

The Flood Control Act should be amended at an appropriate time. Legislation specifically authorizing the Department of Agriculture to require such cooperation should be included. Likewise any new flood control legislation should similarly provide for State and local cooperation. The necessity for these provisions and the suggested language for incorporation in legislation are given in the attached statement.[1]

Sincerely yours,

H. A. WALLACE

[13:OF 732:TS]

[1]"The Position of the United States Department of Agriculture on State and Local Cooperation in Flood Control." This included a draft amendment to the 1936 Flood Control Law to bring about the cooperation sought. The draft was incorporated (as section 4) in the act approved Aug. 28, 1937 (50 *Stat.* 876).

592 WILLIAM P. WHARTON, PRESIDENT, NATIONAL PARKS ASSOCIATION, TO ROOSEVELT

SUMMERVILLE, S. C., *Feb. 17, 1937*

Personal. Attention of Miss LeHand

DEAR MR. PRESIDENT: Our interview was cut so short, that I feel I should try to make clear in as few words as possible the matter I particularly had on my mind.[1]

The National Parks Association, formed when only the older National Parks and Monuments were in the care of the National Park Service, is naturally chiefly concerned about the future of these reservations. Recent enlargement of the field of the Service has added various duties which are not concerned with preservation. While we recognize the value of these new activities, we are frankly fearful that they will claim such a large part of the Bureau's attention in the future as to bring about a change in its major function from preservation to mere playground development. The result might be that the unique institution we now call the National Primeval Parks, possessing values which most other areas either never have had or have lost—values which cannot be restored once they have been impaired or destroyed—would be completely submerged in a purely recreational promotion.

You will remember that the duty originally laid upon the Park Service was to "regulate the use of the Federal areas known as National Parks *** by such means and measures as conform to the fundamental purpose of the said Parks, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein, and to provide for the enjoyment of the same *in such manner and by such means as will leave them un-impaired for the enjoyment of future generations."*[2] We believe that the objectives here so well stated should remain the chief objective of the National Park Service.

In the reorganization of the government, which you undoubtedly will be empowered to make, it is my confident belief that you will have in mind the welfare of our matchless heritage of the Creator's masterpieces.

Sincerely yours,

WM. P. WHARTON

[Notation: A] ackd 2/20/39[3]
[13:OF 6—P:TS]

[1]Wharton had talked with Roosevelt on February 12 (PPF I—O).

[2]From the National Park Service Act of Aug. 25, 1916 (39 *Stat.* 535). The italicized words were underscored by Wharton.

[3]By LeHand (OF 6—P).

593 ROOSEVELT TO RICHARD G. TYLER, CHAIRMAN, DEPARTMENT OF CIVIL ENGINEERING, UNIVERSITY OF WASHINGTON, Seattle

[WASHINGTON] *February 18, 1937*

MY DEAR PROFESSOR TYLER: I am grateful for your letters of December 12 and February 6, and for your continuing interest in the problem of engineering education presented in my letter of October 7 to presidents of educational institutions.[1]

Responses to my letter indicate that there is a substantial group of educators who agree that, notwithstanding notable recent progress, engineering education generally does not yet give graduates an adequate understanding of the social problems which result from the impact of engineering technology on our culture.

Your suggestion—that further discussion of the problem would be promoted by consideration of specific courses which should be added to curricula—is constructive. Believing strongly in democratic processes, I believe that action along this line should be begun and carried on within the profession. I hope that you and colleagues of the same mind can succeed in having such concrete proposals presented and discussed at appropriate professional meetings.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 2450:CT]

[1]See *ante*, 563.

594 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *February 19, 1937*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: What is the latest news about the Sugar Pine Grove next to the Yosemite?[1]

F.D.R.

[13:OF 6—P:CT]

[1]See *post*, 621.

595 ROOSEVELT TO C. BLACKBURN MILLER, PRESIDENT, SALT WATER ANGLERS OF AMERICA, New York City

[WASHINGTON] *February 23, 1937*

MY DEAR MR. MILLER: Thank you very much for your letter of January eighteenth.[1] My intense interest in the conservation and development of our natural resources of every character is, I believe, quite generally known.

The Budget for the coming fiscal year has been completed and is now before Congress. I have accordingly instructed the Acting Director of the Bureau of the Budget to give careful consideration to an estimate of appropriation for a sound program of salt water fisheries research work, if submitted by the Department of Commerce for the fiscal year ending June 30, 1939, which gives reasonable promise of results commensurate with its need and cost.

I congratulate you upon your achievements in promoting harmony among the commercial and sports fisheries and the real progress you and your associated agencies are making in the interest of effective conservation.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 3—E:CT]

[1]Miller's letter was sent to the Bureau of Fisheries for draft of reply and was not returned to the White House. It proposed that funds be made available to the Bureau of Fisheries so that a thorough study could be made of ocean fish and measures taken by the Government to ensure their abundant supply (McIntyre to Bell, Feb. 1, 1937, OF 3—E). Commissioner Frank T. Bell of the Bureau of Fisheries prepared a draft reply which would have had the President say that he was asking the Department of Commerce to reassess the financial needs of its research program (Bell to McIntyre, Feb. 5, 1937, OF 3—R). This draft was prepared for Roosevelt's signature and was signed by him but was then sent to Acting Budget Director Bell for review (McIntyre to Daniel W. Bell, Feb. 12, 1937, OF 3—R). The Acting Budget Director was of the opinion that "the reply contemplated might, and probably would, be construed as endorsement of a research program considerably broader than . . . necessary," and called attention to the President's veto, in the previous session of Congress, of a bill for construction of a vessel for fishery research work in the Pacific, and of his withholding of approval of a fishery research bill (Daniel W. Bell to McIntyre, Feb. 18, 1937, OF 3—R). The Acting Budget Director submitted another draft, the letter to Miller here printed.

596 PRESS CONFERENCE, Executive Offices of the White House, February 23, 1937, 4:05 P. M.

[Excerpt] The President: I was just showing the Dean[1] my bill which has just come in for 26,000 trees which are going to be planted next month.

Q: Spruce trees, aren't they?

The President: In other words, I am practising what I preach.

Q: Are these the Christmas trees?

The President: Yes. 23,000 Norway spruce, 2,000 balsam firs and 1,000 Douglas firs. That is

experimental. That is an awful lot of trees.

Q: Those are the ordinary Santa Claus trees?

The President: Yes. They are on another ten acres of waste land. That is stopping erosion.

Q: You did not tell us the amount of the bill.

The President: $130.00.

Q: Did you say, sir, whether they are to be planted in Georgia or in New York?

The President: At Hyde Park.

Q: $130.00 for all of them?

The President: Yes, $5.00 a thousand.

Q: Are they seedlings?

The President: They call them three-year old transplants. In other words, they have been transplanted once already from the original bed.

Q: Do you get them from the State Conservation Department?

The President: Yes.

Q: You had the others down at Valkill?

The President: In back of the cottage, yes. Outside of that I don't think there is any news at all.

[13: PRESIDENT'S PRESS CONFERENCES: T]

[1]John Russell Young, one of the newspapermen present.

597 ROOSEVELT TO GOVERNOR JAMES V. ALLRED, Austin, Texas

[WASHINGTON] *February 23, 1937*

MY DEAR GOVERNOR: The dust storms and floods of the last few years have underscored the importance of programs to control soil erosion. I need not emphasize to you the seriousness of the problem and the desirability of our taking effective action, as a Nation and in the several States, to conserve the soil as our basic asset. The Nation that destroys its soil destroys itself.

In the Act of Congress approved April 27, 1935 (Public No. 46 of the 74th Congress), the Federal Government, through the Soil Conservation Service of the Department of Agriculture, initiated a broad program for the control of soil erosion. Demonstration work has been undertaken but much remains to be done. The conduct of isolated demonstration projects cannot control erosion adequately. Such work can only point the way.

The problem is further complicated by the fact that the failure to control erosion on some lands, particularly if such eroding lands are situated strategically at the heads of valleys or watersheds, can cause a washing and blowing of soil onto other lands, and make the control

of erosion anywhere in the valley or watershed all the more difficult. We are confronted with the fact that, for the problem to be adequately dealt with, the erodible land in every watershed must be brought under some form of control.

To supplement the Federal programs, and safeguard their results, State legislation is needed. At the request of representatives from a number of States, and in cooperation with them, the Department of Agriculture has prepared a standard form of suitable State legislation for this purpose, generally referred to as the Standard State Soil Conservation Districts Law. The Act provides for the organization of "soil conservation districts" as governmental subdivisions of the State to carry on projects for erosion control, and to enact into law land-use regulations concerning soil erosion after such regulations have been approved in a referendum. Such legislation is imperative to enable farmers to take the necessary cooperative action.

I am sending to you several copies of the Standard State Soil Conservation Districts Law, with a memorandum summarizing its basic provisions. I hope that you will see fit to make the adoption of legislation along the lines of the Standard Act part of the agricultural program for your State.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 732:CT]

[1]This letter originated in the draft statement sent to Roosevelt by Wallace on Feb. 16, 1937 *(ante,* 591). With this draft is a memorandum, Roosevelt to Early, February 19: "Will you work out with Wallace a letter to all the Governors based on this type letter but shortened from three pages to two, and I will sign them?" Early submitted the draft on which the letter here printed was based with a note (February 19) saying that the new draft had Wallace's approval. The material omitted consisted of a statement of the work of the Soil Conservation Service, a paragraph on the results of improper land-use practices, and a warning that unless suitable state machinery were provided, "the full benefits of Federal expenditures and cooperation" could not be realized. Identical letters were sent to all the governors on Feb. 23, 1937.

598 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *March 4, 1937*

DEAR MR. PRESIDENT: Because of your very deep and sincere interest in the cause of conservation, I am bringing to your attention the dilemma in which the Biological Survey finds itself in its land purchase program.

The Survey has obligated as much of the six million dollars for land as it is possible to do until present condemnation cases have been concluded. After that any balance will be very small.

During the past three years they have built up a competent and well-trained personnel for the appraisal and purchase of lands best suited for wildlife refuge purposes, capable to handle with economy and good judgment a purchase program of from three to five million dollars a year. They are now facing the necessity of dissolving it in the near future if no more land purchase money is allowed. You have on your desk a brief of the program submitted recently by the Biological Survey for continuing this program. Would it be possible for you to indicate, in the near future, whether money would be forthcoming to continue this program so that plans may be made accordingly?

The Biological Survey program submitted to you expresses the minimum needs to effectively carry out the conservation of waterfowl undertaken three years ago. In the future it will have to be supplemented by smaller subsidiary refuges and perhaps by the acquisition of lands adjacent to existing refuges as economic changes make feasible the purchase of such areas at present too expensive to acquire. However, the early fulfillment of the program submitted to you is necessary if the perpetuation of the migratory waterfowl is to be realized and it will also save some of the rare species, notably the Carolina paroquet and the ivory-billed woodpecker which head the list of those that need assistance.

In case no money is available for allocation now or in the immediate future, may we have permission to attempt to secure funds from Congress? However, we do not feel very optimistic about this possibility and would much prefer that the money come through you, although the increasing number of friends of wildlife in Congress might make a special appropriation possible if it would not conflict with your conservation program.[1]

Sincerely,

H. A. WALLACE

[13:OF I—F:TS]

[1]Answered *post*, 615.

599 MILBURN L. WILSON, ACTING SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *March 6, 1937*

DEAR MR. PRESIDENT: I am advised that S. 206 has passed both the Senate and the House of Representatives and is now before you for approval. This bill provides for a preliminary examination and survey by the War Department of the Snake River and its tributaries in Idaho, Washington, and Oregon, with a view to control of floods in accordance with the provisions of the Omnibus Flood Control Act, approved June 22, 1936. Several weeks ago, the Department of Agriculture prepared an amendment to S. 206 for the consideration of the Chairman of the House Committee on Flood Control but, unfortunately, the report did not receive the required Administration clearance before final action was taken by Congress.

S. 206 is deficient in that no authorization is given the Department of Agriculture to make the necessary preliminary examination and survey of the watershed of the Snake River.

Congress declared in the Flood Control Act of 1936, to which S. 206 is related, that hereafter investigations and improvements of waterways for flood control shall be under the jurisdiction of the War Department, and investigations of watersheds and measures for run-off and waterflow retardation and soil-erosion prevention on watersheds shall be under the jurisdiction of the Department of Agriculture. Pursuant to this declaration, Section 6 of the Act authorized the Secretaries of War and of Agriculture to make such preliminary examinations and surveys on the waterways and watersheds respectively of 222 designated localities. Thus Congress, for the first time, recognized the necessity of tackling the flood control problem simultaneously on the land and in the streams. This was a remarkable step forward and it would be unfortunate if we now began sacrificing or handicapping this policy.

I therefore hope that, in approving S. 206, you will call the attention of the Senate Committee on Commerce and the House Committee on Flood Control, to the deficiency in that legislation and recommend to the Congress: (1) That it enact legislation which will authorize

the Department of Agriculture to examine and survey all watersheds of rivers which the War Department, under previous legislation and including S. 206, has been authorized to survey; (2) that this principle be adhered to in any future legislation which relates to the Flood Control Act of 1936. I am attaching a suggested bill which would suffice for the first purpose and suggested language for inclusion in future flood-control legislation.[1]

Sincerely yours,

M. L. WILSON

[13:OF I:TS]

[1]These two drafts, of one page each, are present. S. 206 was approved March 4, 1937 (50 *Stat.* 26), without comment by Roosevelt.

600 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *March 13, 1937*

DEAR MR. PRESIDENT: With reference to your memorandum of January 23, 1937, concerning the possibilities of tree planting in the Great Plains region, the Forest Service, Soil Conservation Service, and the Bureau of Plant Industry, of this Department, submit the following:

In Zone 1, to the westward (map attached), lack of rainfall and moisture, and particularly wind in relation to evaporation, restrict the opportunities for tree planting to (a) limited areas having particularly favorable conditions and (b) individual farmsteads where special care can be given and where small windbreaks will make the prairies a better place to live, though not affecting mass wind movement or soil erosion. Only some 500,000 acres in Zone 1 are considered favorable for tree planting, mostly in small units.

In Zone 2, to the eastward, additional rainfall and moisture, with lessened wind and evaporation, provide more favorable conditions for tree planting, some 5,500,000 acres in this Zone being considered favorable for such purpose. It is within Zone 2 that the National shelterbelt was projected. Conditions for tree growth are sufficiently favorable in many parts of this area to promise success for relatively large-scale tree plantings. The locations must be selected, however, and tree planting alone can not be counted on for erosion control.

Although there are over 20,000,000 acres of publicly-owned lands within the Great Plains, these occur in Zone 1, and only a very small part is suitable for tree planting. Most of it is in grass, and grass must be relied upon primarily to control erosion. Within Zone 2, where large-scale tree planting is considered practicable by the Forest Service, there is no public domain.

Experimental and demonstrational plantings, under many conditions, in both Zones 1 and 2 should be continued and expanded to provide a background of fact for planning the continued program of small-scale and large-scale planting, and also to promote by example the private plantings of windbreaks around the farmsteads which will be conducive to better social conditions for our Great Plains families.

The recommendations by the Great Plains Committee offer definite support for tree planting as an integrated part of the larger erosion-control program. The Presidential Order authorizing a large-scale shelterbelt planting provided for the first time a plan for comprehensive action. Over 32,000 acres have been planted in two years with emergency

funds in spite of limitations by the constant questioning of legal and fiscal authority. The Norris-Doxey Farm Forestry Bill (S. 1504 and H. R. 4728), if enacted, would furnish such additional legislative authority as is needed. With provision of the necessary funds, the Department is prepared to undertake the planting on a scale leading very rapidly to at least 125,000 acres a year on farm lands in Zone 2.

It is estimated that annual appropriations of $3,250,000 for planting in Zone 2, and $100,000 for an adequate program of research and demonstration in Zones 1 and 2, would be needed.

The planting can be done. It is essential, however, that the organic legislation now in process be passed and that there be continuity of financing.[1]

Respectfully yours,

[HENRY A. WALLACE]

[13:OF I—C:CT]

[1]An attached memorandum, Roosevelt to the Acting Director of the Budget, written at Warm Springs, March 17, 1937, reads, "Will you speak to me about this on my return?"

601 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *Mar. 16, 1937*

MY DEAR MR. PRESIDENT: For your information I am forwarding herewith a copy of a second report on Water Pollution, prepared by a special committee of the National Resources Committee.

The members of the National Resources Committee have not yet had an opportunity to examine this document, and it is transmitted in advance of their consideration only because hearings are proposed on bills concerning this matter during the next week.[1]

Sincerely yours,

HAROLD L. ICKES

[13:OF 1092:TS]

[1]*Second Report on Water Pollution by the Special Advisory Committee on Water Pollution* (Washington, 1937). The report was endorsed by the National Resources Committee and officially submitted to Roosevelt by Ickes in a letter of March 22, 1937 (OF 1092). It recommended that Federal financial assistance in pollution abatement be continued, that pollution control work be integrated with other water conservation activities, and that no new Federal regulatory legislation be enacted. A bill before Congress at this time (H. R. 2711, introduced by Representative Vinson of Kentucky on Jan. 12, 1937) proposed the establishment of a Division of Water Pollution Control in the United States Public Health Service, and the authorization of annual grants or loans amounting to as much as $700,000 for the construction of pollution-abatement facilities by public and non-public agencies and corporations. In the debate in the House, Faddis (Pa.) criticized the bill on the ground that it lacked teeth and would be ineffectual in stopping pollution of streams by industries. Vinson defended it as being a gradual approach to the problem.

In connection with Ickes' reference (in the letter here printed) to pending legislation, it may be noted that in the debate it was brought out that the Budget Bureau had reported to the Treasury Department that enactment of the bill would not be in accord with the President's program. Vinson replied that he was not aware of this and that so far as

he knew, the President was not against the measure. He also said that the National Resources Committee was behind his bill "with all their power and strength." It is clear from the debate, however, that Administration support was not in evidence. The bill was passed by both House and Senate but in different forms and at the end of the session it was before a conference committee *(Cong. Rec.,* 75th Cong., 1st sess., 81:1, 196; 81:4, 3679-3700; 81:8, 8947-8951, 8954-8957, 9182-9183). Passed in the following session, the bill was vetoed by Roosevelt; see his veto message, *post,* 799.

602 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WARM SPRINGS, GEORGIA, *March 17, 1937*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: I think this will interest you. The nub of the whole question is this: if a farmer in up-State New York or Georgia or Nebraska or Oregon, through bad use of his land, allows his land to erode, does he have the inalienable right as owner to do this, or has the community, i. e., some form of governmental agency, the right to stop him?

F.D.R.

[Notation: T] Letter from Mrs. Caroline O'Day, MC, 3/12/37 to Miss LeHand, enclosing letter to Mrs. O'Day from Dorothy Straus, 475 Fifth Ave., NYC, 3/2/37, in re Standard Soil Erosion Act and its possible effects in New York.[1]

[13:OF 732:CT]

[1]These letters were presumably retained by Wallace. The act referred to was the Standard State Soil Conservation Districts Law.

603 ROOSEVELT TO SENATOR ELBERT D. THOMAS OF UTAH

WASHINGTON, *March 29, 1937*

MY DEAR SENATOR THOMAS: I have received your letter of January 29, requesting that an Executive order be issued permitting prospecting for minerals and the locating of mining claims under the United States mining laws on lands withdrawn and included in national game preserves.

National game preserves have been established by Executive order either by virtue of the authority vested in the President or pursuant to specific acts of Congress, and jurisdiction thereover is conferred by law upon the Secretary of Agriculture. The Congress did not provide that the United States mining laws shall be applicable to lands included in such game preserves but, on the contrary, application of the mining laws thereto is seemingly precluded by the provisions of Section 10 of the Migratory Bird Conservation Act of February 18, 1929 (45 *Stat.* 1222). Consequently, I believe that your objective may be effected only through an act of Congress.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 378: CT]

[1]Drafted by the Interior Department.

604 ROOSEVELT TO HARRY H. WOODRING, SECRETARY OF WAR

[WASHINGTON] *Apr. 3, 1937*

MY DEAR MR. SECRETARY: It is my understanding that following a resolution of the Flood Control Committee of the House of Representatives, the United States Engineer Corps was delegated to review the flood control programs of the Ohio River and the Lower Mississippi River.

It is my further understanding that General Markham is prepared in the immediate future to submit a report on that subject.

In view of the great importance of this enterprise and its probable relationships to other water resources problems in the same areas, I am requesting that the report of General Markham be submitted to me for review before it is finally submitted to Congress and that it be withheld from any public use or release until it has been submitted to me.

It is my intention to submit this preliminary document to the National Resources Committee for review and for careful clearance and discussions with other Federal agencies having major water interests in both of these basins.

It is my wish that this procedure be followed with respect to any future similar reports which you may be called upon to submit to the Congress or to any Committee or member thereof.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] DWB[1]
[13:OF 25—N:CT]

[1]Acting Budget Director Daniel W. Bell, in whose agency this letter was drafted. Answered *post,* 610.

605 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR, AND ARNO B. CAMMERER, DIRECTOR, NATIONAL PARK SERVICE

[WASHINGTON] *April 5, 1937*

MEMORANDUM . . . In regard to the Great Smoky Park, I understand that North Carolina has made all of its necessary land purchases and that we are held up by Tennessee's failure to complete its acreage. Would it be possible, under the law, to open the North Carolina side of the Park? Perhaps this would encourage Tennessee to complete their purchases as agreed on.[1]

F.D.R.

FDR/DJ
[13:OF 6—P:CT]

[1]A report on this query was made by Cammerer to Ickes, April 17, 1937 (OF 6—P); see *post,* 652.

606 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *April 5, 1937*

TO THE CONGRESS OF THE UNITED STATES: On March 21, 1933, I addressed a message to the Congress in which I stated:

I propose to create a civilian conservation corps to be used in simple work, not interfering with normal employment, and confining itself to forestry, the prevention of soil erosion, flood control and similar projects. I call your attention to the fact that this type of work is of definite, practical value, not only through the prevention of great present financial loss, but also as a means of creating future national wealth.

The prompt consideration given to this message by Congress resulted in the enactment, on March 31, 1933, of Public No. 5, to provide for the relief of unemployment through the performance of useful public work; and on April 5, 1933, by Executive Order, I set up the office of Emergency Conservation Work to carry the above Act into effect.

It is not necessary to go into detail regarding the accomplishments of the Corps. You are acquainted with the physical improvements that have taken place in our forests and parks as a result of the activities of the Corps and with the wealth that is being added to our natural resources for the benefit of future generations. More important than the material gain, however, is the improvement we find in the moral and physical well-being of our citizens who have been enrolled in the Corps and of their families who have been assisted by monthly allotments of pay.

The functions of the Corps expire under authority of present law on June 30, 1937.

In my Budget Message to Congress on January 5 of this year I indicated that the Corps should be continued and recommended that legislation be enacted during the present session to establish the Corps as a permanent agency of the Government. Such continuance or establishment is desirable notwithstanding the great strides that have been made toward national recovery, as there is still need for providing useful and healthful employment for a large number of our youthful citizens.

I am convinced that there is ample useful work in the protection, restoration and development of our national resources, upon which the services of the Corps may be employed advantageously for an extended future period. It should be noted that this program will not in any respect reduce normal employment opportunities for our adult workers; in fact, the purchase of simple materials, of food and clothing and of other supplies required for the operations of the Corps tends to increase employment in industry.

I recommend, therefore, that provision be made for a permanent Corps of 300,000 youths (and war veterans), together with 10,000 Indians and 5,000 enrollees in our territories and insular possessions. It would appear, after a careful study of available information, that, with improved business conditions, these numbers represent the maximum expected enrollment. To go beyond this number at this time would open new and difficult classifications of enrollment, and the additional cost would seriously affect the financial position of the Treasury.

I trust that the Congress will deem it wise to enact legislation making permanent the Civilian Conservation Corps.[1]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES: M]

[1]A draft of a bill along the lines suggested by Roosevelt in his letter to Fechner of Oct. 26, 1936 *(ante*, 567), was prepared by the Emergency Conservation Work. In submitting the draft, Acting Director McEntee said that much of the language was based on previously issued executive orders relating to the administration of the Civilian Conservation Corps (McEntee to Roosevelt, Feb. 10, 1937, OF 268). This bill (presumably) was the one introduced in the Senate on April 7 as S. 2102, and in the House on April 21 as H. R. 6551. (Four other bills to establish a permanent CCC were introduced in the House between Jan. 5 and April 6, 1937, but none was reported from committee.) The Senate passed over its bill in favor of the House bill. The debate in both houses was protracted and the bill as approved June 28, 1937 (50 *Stat.* 319), was the result of numerous amendments and several House and Senate conferences. The act did not provide for a permanent agency although the President's wishes in this regard were emphasized by the bill's sponsors. Instead, the life of the Corps was fixed at three years beginning July 1, 1937. It was to be employed in (among other things) the protection and restoration of the lands and waters "and the products thereof" of the United States; it could work on lands of counties and municipalities, and on private lands under the arrangement sanctioned by the original act.

Much of the debate on the bill centered on the value of the proposed agency as a means of rehabilitating and educating unemployed young men. Some criticism was made, however, of the value of the work done in soil erosion and forestry, and Representative Rich of Pennsylvania said that in his state much of the work was "made work" *(Cong. Rec.*, 75th Cong., 1st sess., 81:4, 3705, 4349-4353, 4353-4401; 81:5, 4762-4769, 4825-4831, 4831-4845, 5371-5373; 81:6, 6095-6102, 6203-6205, 6299-6306).

607 PRESS CONFERENCE, Executive Offices of the White House, April 6, 1937, 4:10 P. M.

[Excerpt] Q: Mr. President, are your plans for flood control nearing completion now? There are several schemes up on the Hill to create authorities of various sorts, and they seem to have boiled down in the last—The President: That's it. I am trying to boil them down and see if we can't get them in somewhat orderly shape, which they are not in now.

As you know, there has been a habit—I suppose it has been in existence forty or fifty years, as far as I know—on any flood control project or any river or harbor improvement, on any suggestion that has been made either by a committee or by a member of a committee that they would like such and such a river deepened or such and such a harbor dredged out, they have had a habit of sending directly for a report and recommendation from some Government agency involved. It may be the Reclamation Service, or it may be the Army Engineers or it may be any one of half a dozen different agencies. Then the particular agency so asked has been in the habit, in the past, of sending back their recommendations to the Committee of the Congress, in many cases without even referring it to the head of their own Department. Well, of course, the net result is that you get favorable recommendations from different Government bureaus for perfectly obvious reasons. They would like to do the additional work. That is only human. It is a perfectly natural thing. But there has never been any organization to tie the whole thing in together as part of a national program.

I took up the other day with the Secretary of War and the Chief of Army Engineers many requests that have come down this year in regard to recommendations for different flood control projects. I also took it up with the Secretary of the Interior and got the recommendations from the Reclamation Service.[1] From now on such recommendations will be made, in complete form, by the bureau involved—that is all right—but they will come via the Secretary of the department to me. Then, pending the Reorganization Bill—until that goes through and goes into effect, as I hope it will, until that time—I will then take the bureau recommendation, which may have on it some comment from the head of the department, and send it to some appropriate reviewing authority, such, for example, as the National Resources Committee, for their comment. It won't take long, only a matter of a few days. It will then come back to my desk and then I may or may not add my comment and send the whole works up to the committee of the Congress so that they will have a complete picture, starting with the original recommendation of the bureau plus the comments on it all the way through

to the responsible planning agency, and in that way I hope we will get a little more order out of it.

Q: When you say these will come to you through the secretary, do you mean the Secretary of War?

The President: Any one of the secretaries. It may be the Secretary of Agriculture, the Secretary of War, the Secretary of the Interior.

Q: Would this mean taking the Army Engineers out of the picture to some extent?

The President: No. Their recommendation will go as they make it to the Hill, absolutely. There was a fool editorial about a week ago about how the Army Engineers were going to be taken out of doing any public works. Of course that is crazy—perfectly silly.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Secretary of War Woodring and Chief of Army Engineers Markham were at the White House on April 5; Secretary of Interior Ickes was there on April 2 (PPF I—O).

608 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *April 6, 1937*

DEAR MR. PRESIDENT: Congressman Whittington, Chairman of the Flood Control Committee of the House of Representatives, has invited the Department of Agriculture to offer suggestions for advancing the flood control program under the Flood Control Act approved June 22, 1936. I understand that hearings will probably be held by that Committee during the week of April 5, and that at these hearings consideration will be given to proposed amendments to the Act approved June 22, 1936, and to bills providing for additional examinations, surveys, and flood control operations, to take advantage of the experience of the past year.

I have prepared a letter for transmission to Congressman Whittington raising three considerations which the Department wishes to present for the attention of the Committee at these hearings. The proposed letter is attached hereto. May I ask you to advise me whether it is satisfactory to you that that letter be submitted?[1]

May I call your attention especially to the third point, discussion of which begins on page four of the accompanying proposed letter? In your recent letters to the Governors of the forty-eight States you recommended the adoption by State legislatures of legislation along the lines of the Standard State Soil Conservation Districts Law, to provide for State and local cooperation in erosion control. That same statute is appropriate to enable States and localities to provide similar cooperation in the watershed phases of the flood control programs of the Federal Government. Section 3 of the Flood Control Act of June 22, 1936, now requires State and local cooperation with the War Department in its operations for flood control, but that Act does not now require such cooperation in the work that the Department of Agriculture will be doing on the watersheds in aid of flood control. It is the purpose of the third point mentioned in the attached proposed letter, to suggest an amendment to Section 3 of the Act of June 22, 1936, to provide for such State and local cooperation with the Department of Agriculture in work on the watersheds for flood control purposes.

I am informed that at this writing ten States have adopted legislation along the lines of the Standard Act which you recommended to the Governors, and that there is good prospect that

about ten more States will take this action during the present sessions of the legislatures. Amendment of the Flood Control Act of June 22, 1936 in the manner I have suggested, will authorize the Secretary of Agriculture to require the adoption of such legislation in aid of flood control work on the watersheds, as a condition to the performance of such work in the State by the Federal Government, and will measurably facilitate the adoption of such legislation in the remaining States. The States will then be in position to cooperate both in erosion control and in the watershed phases of flood control.

Sincerely yours,

[HENRY A. WALLACE]

[Notation: A] HAW OK FDR 4-7-37
[13:OF 25—N:CT]

[1]Wallace's letter made three proposals. The first was that the Congressional policy declared by the 1936 Flood Control Act, that the Agriculture Department should have charge of Federal investigations of watersheds and of measures for waterflow retardation and soil erosion prevention, be made effective in all pending flood control bills. The second was that such authorization be given to the Agriculture Department in cases where legislation had already been enacted. The third was that the 1936 Flood Control Act be amended to provide for state and local cooperation in watershed surveys to be conducted by the Agriculture Department.

609 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND OTHERS

WASHINGTON, *April 8, 1937*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE, THE RESETTLEMENT ADMINISTRATOR, THE ACTING DIRECTOR OF THE BUDGET, THE SOLICITOR OF THE INTERIOR DEPARTMENT: Will you please meet and discuss what is apparently the only remaining question in regard to this proposed bill (assuming that the bill method is preferable to the estimate of appropriation method): this question is whether Federal funds should be appropriated for the purchase of lands in the Columbia Basin?

One of the principal reasons for the development of this Basin has been the settling of families from other parts of the country who have migrated for economic reasons from submarginal farms, or who will be removed from submarginal farms because of the purchase of these lands by the Government, thus eliminating the lands from crop production.

We have always discussed the possibility of the Government buying new irrigable lands and settling submarginal farmers on them. It is, in fact, closely akin to the conflict in the House Agricultural Committee now pending.[1]

F.D.R.

[13:OF 360:CT]

[1]The bill referred to was S. 2172, to prevent speculation in the Columbia Basin lands to be made irrigable by the Grand Coulee dam, approved May 27, 1937 (50 *Stat.* 208). This placed restrictions on the size of farms and provided for the recapture by the Government of excessive profits in the sale of land but did not provide for the purchase of lands by the Government.

610 HARRY H. WOODRING, SECRETARY OF WAR, TO ROOSEVELT

WASHINGTON, *April 8, 1937*

DEAR MR. PRESIDENT: I submit herewith, in compliance with the instructions contained in your letter of April 3, 1937, the report of the Chief of Engineers containing a comprehensive flood control plan for the Ohio and Lower Mississippi Valleys called for by Resolution of the Committee on Flood Control of the House of Representatives.

Under former procedure this report would be submitted direct to the Chairman of the Committee on Flood Control. The Department has been of the view that the scope of the project makes it of such significance in the national program as to warrant deviation from the established procedure. Accordingly, the report was prepared prior to the receipt of your letter of April 3, with a view to its transmission to Congress with an appropriate message from you. A draft of such a message is also submitted herewith.[1]

Respectfully yours,

HARRY H. WOODRING

[13:OF 25—N:TS]

[1]This draft was not used; see below.

611 ROOSEVELT TO THE NATIONAL RESOURCES COMMITTEE

WASHINGTON, *April 8, 1937*

MEMORANDUM FOR THE NATIONAL RESOURCES COMMITTEE: I enclose letter from the Secretary of War accompanying report of Chief of Engineers relating to flood control plan for Ohio and Lower Mississippi Valleys.[1]

As this report must be transmitted to the Committee on Flood Control of the House of Representatives, I should like to have the comment of the National Resources Committee on it.

At the same time it occurs to me that you will desire to consult with members of the former Great Plains Drought Committee and the former Water Resources Committee, both of whom made reports relating at least in part to the general subject of flood control.[2]

I hope I may have your report within a week, as I desire to advise the Committee of the House of Representatives as soon as possible.[3]

F.D.R.

[13:OF 25—N:T]

[1]Above.

[2]The report of the Great Plains Committee, *The Future of the Great Plains* (Washington, 1936), makes little mention of flood control. By "former Water Resources Committee" Roosevelt apparently meant its predecessor, the Water Planning Committee of the National Resources Board. This committee issued a report entitled, *Floods in the United States, Magnitude and Frequency* (Washington, 1936).

[3]April 28, 1937, *post,* 618.

612 MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT, TO SENATOR HATTIE W. CARAWAY OF ARKANSAS

[WASHINGTON] *April 14, 1937*

MY DEAR MRS. CARAWAY: The President asks me to thank you for your letter of April tenth, calling attention to the letter you received.[1]

May I say, quite frankly, the President feels as you do that the Corps of Engineers is competent, capable and qualified to handle flood control matters. However, the whole policy of flood control, as handled by the Army engineers, involves also the problems of agriculture and forestry.

You are familiar, of course, with the studies and consideration given, over the past few years, to the whole question. The problem is being treated in its entirety, and the questions of soil conservation, forestry, etc., are as much a part of flood control as is the building of dams and reservoirs. For this reason, the President feels that the National Resources Board should have the opportunity to study and make recommendations on all flood control projects.

Sincerely yours,

[MARVIN H. MCINTYRE]

MHM/K/MWD
[13:OF 25—N:CT]

[1]Senator Caraway (OF 25—N) said that her correspondent opposed referral of the Army Engineers' flood control plan to the National Resources Committee for review and insisted that the plan should be turned over to the Army Engineers for immediate action. Senate Joint Resolution 57, introduced by Senator Caraway on Jan. 30, 1937, provided for the direct submission to Congress by the Chief of Engineers of a comprehensive national flood control plan *(Cong. Rec.,* 75th Cong., 1st sess., 81:1, 605).

613 CHARLES E. MERRIAM, ACTING CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *April 19, 1937*

MY DEAR MR. PRESIDENT: In accordance with your memorandum of April 8, requesting the comments of the National Resources Committee on the Report of the Chief of Engineers relating to a flood control plan for the Ohio and Lower Mississippi Valleys, the Advisory Committee requested our Water Resources Committee to consult with members of the former Mississippi Valley Committee and the Great Plains Drought Committee. As a result of their deliberations the Water Committee submits the attached recommendations and comments, which are concurred in by the Advisory Committee.

In addition to the points raised by the Water Committee, the Advisory Committee wishes to call your attention to the relation of the activities proposed in the Report of the Chief of Engineers to problems of fiscal policy and public works planning. The data submitted by the Chief of Engineers does not give sufficient information to judge the effect of these construction projects on the market for materials of construction and on the nature and location of the labor required for building dams and dikes.

The Advisory Committee recommends:

(1) That the Report of the Chief of Engineers be returned to the War Department for further consideration, review and development in collaboration with other interested agencies, as outlined in paragraph 7 of the Water Committee Report; and

(2) That, in order to secure effective participation in this proposed collaborative reconsideration of the plan, modest additional resources be made available to the several agencies, other than the War Department, for employment of special consultants and for appropriate contacts with State and local groups. The aggregate sum need not exceed $175,000 and might be made available either through the National Resources Committee or direct to the agencies concerned.

In the absence of Chairman Ickes and Vice Chairman Delano, and in view of your request for a report within a week, it has not been practicable to secure the views of the members of the National Resources Committee. It has therefore fallen to me to submit these statements by the Advisory Committee and the Water Resources Committee.

Sincerely yours,

CHARLES E. MERRIAM

[13:OF 25—N:CTS]

614 ***[Enclosure]***

WASHINGTON, *April 17, 1937*

Memorandum by the Water Resources Committee on the Report by the Chief of Engineers on a "Comprehensive Flood Control Plan for Ohio and Lower Mississippi Rivers," Under Date of April 6, 1937

The Water Resources Committee has reviewed the Report of the Chief of Engineers on a "Comprehensive Flood Control Plan for Ohio and Lower Mississippi Rivers," dated April 6, 1937, and, after consultation with members of the former Mississippi Valley Committee, Water Planning Committee, and Great Plains Committee, presents the following findings and recommendations:

I. Summary of Report of the Chief of Engineers

1. The Report of the Chief of Engineers is in response to a resolution of the Committee on Flood Control of the House of Representatives, dated February 10, 1937. The Report is dated April 6, 1937.

2. The Report submits revised plans for protective works against floods in the Ohio Valley and plans to insure further protection in the Mississippi Valley in the light of the January—February 1937 flood.

3. The Report proposes, in addition to projects already authorized, additional reservoirs, levees, flood walls, and other works, and the purchase of lands and rights-of-way, at an estimated cost of more than $800,000,000, of which approximately one-third would be borne by local interests under existing policy.

II. Previous Plans

4. On the Lower Mississippi River the present levee system had its beginning in the New

Orleans area as early as 1717. The United States had expended less than $1,000,000 up to 1879. By 1927 $340,000,000 had been spent by the Federal Government and local groups on the Mississippi River below Cairo, of which sum only $80,000,000 were Federal funds. The Flood Control Act of May 15, 1928, authorized additional Federal appropriations for this River of $325,000,000. The Act of June 15, 1936 (known as the Overton Act), amended the Act of 1928, modifying the physical plan, and authorized an appropriation of $272,000,000 in addition to unexpended balances under the 1928 Act. In addition to the work authorized by the Overton Act of June 15, 1936, flood control works on tributaries of the Mississippi are authorized in the Flood Control Act of June 22, 1936, to the extent of $92,000,000 (exclusive of Ohio River reservoirs).

On the Ohio River approximately $130,000,000 has been expended or authorized for flood control reservoirs, such as in the Miami Conservancy District, the Muskingum Watershed Conservancy District and for a reservoir system authorized under the Flood Control Act of June 22, 1936 ($33,000,000 was for the Miami Conservancy District plan).

To these authorized or completed expenditures of $1,200,000,000 the Report of April 6, 1937, contemplates adding further expenditures of approximately $805,000,000 covering both Federal and local contributions.

III. Some Underlying Considerations

5. The Committee recognizes the fact that the scope of the Report of the Chief of Engineers is circumscribed by the resolution adopted by the Committee on Flood Control of the House of Representatives on February 10, 1937, but it feels impelled, nevertheless, to consider flood control as only one phase of the interlocking problems related to the control and use of water.

6. From this point of view, the plan proposed in the Report appears to be neither truly comprehensive nor effectively integrated.

7. The Report is silent on various problems of water and land that are inherent in or related to flood control and that are represented by such other Federal agencies as the Tennessee Valley Authority, the Federal Power Commission, the United States Public Health Service, the Bureau of Biological Survey and the Soil Conservation Service. It views these uses of water and land as only incidental to flood protection. It leaves their proper integration in later years too much to the future discretion of the War Department.

8. The Report appears to suggest important modifications in the principles of local participation in the costs of flood protection as established in the Flood Control Act approved June 22, 1936, and it undoubtedly will stimulate renewed efforts in various quarters to shift to the Federal Government entire financial responsibility for the amelioration of flood conditions.

9. The Report fails to present convincing economic and social justification for the huge expenditure it proposes (more than $800,000,000 in addition to existing unexpended authorizations of more than $400,000,000). It states merely that "the real justification for this large expenditure is to be found in the saving of human life and suffering and in the prevention of the disturbances of the affairs of the nation brought about by a flood disaster." The Committee emphasizes the obvious fact that the expenditure in other ways of more than a billion dollars could bring far greater returns in reduction of deaths. Certainly, more definite bases for the justification of the proposed program are desirable.

10. The Report does not consider the flood regulation effects of the work now under way or proposed in the Tennessee Valley, in spite of the fact that the system of flood-control

reservoirs now under construction or planned by the Tennessee Valley Authority on the Tennessee River system is expected to reduce crest flood flows at Paducah and Cairo by 200,000 second feet.

11. In the absence of basic supporting data regarding costs of construction, estimated damages, benefits and the like, it is impossible to separate tributary benefits from main river benefits. A clear exposition is desirable of exactly what benefits are to be attained at different places under various conditions of flood flow.

12. The Report makes no recommendations concerning such methods of reducing flood hazards as improved flood forecasting, the zoning of flood plains, the relocation and duplication of important key public utilities and the establishment of programs to prevent unwise encroachment upon river channels and their flood plains. Adequate forecasts of flood stages and effective plans for the evacuation of lowland dwellers in times of emergency could largely prevent, at comparatively trivial cost, the destruction of human life by floods.

IV. Recommendations

13. Since reasonably rapid progress in the control and alleviation of floods in the Mississippi Basin may be accomplished by measures indicated below, the Committee recommends that Congress withhold authorization of the plan involving works costing over $800,000,000 as recommended by the Chief of Engineers pending the completion of investigations herein proposed.

14. The Committee recommends that the 14 reservoir projects for the Ohio Basin, previously recommended by this Committee and already authorized by Congress, be listed for immediate construction, when the studies by the Corps of Engineers in collaboration with other Federal agencies have been completed. These reservoirs already have been authorized by the Congress and appropriations for them would involve approximately $85,000,000 in projects for construction during the next two years.

15. The Committee recommends that the construction of levees, flood walls and other works for the protection of cities and towns on the main Ohio River be undertaken whenever practicable plans are available and wherever appropriate local participation is assured, as required by the Flood Control Act approved June 22, 1936. Such a program should be woven into any new work relief policy, and it might aggregate $190,000,000 according to the Report of the Chief of Engineers.

16. The Committee recommends that any further participation by the Federal Government in cooperative flood control be made contingent upon proper action by state and local governments, satisfactory to the Secretary of War, restricting new and uneconomic encroachments upon flood plains. Only by such restrictions will it be practicable to prevent further encroachment, some of which would be encouraged by the construction of reservoirs.

17. The Committee has previously recommended purchase in fee simple of floodways along the Lower Mississippi and it now recommends that authority be granted the Secretary of War to make such purchases in cases where the cost of flowage rights approximates the full cost of the land.

18. With respect to the other features of the plan proposed in the Report, aggregating over $600,000,000, the Committee finds that further analysis and appraisal of the entire plan by the interested agencies, and by the employment of special consultants are necessary. If and when these are undertaken additional funds will be necessary.

19. The Committee also suggests that such analysis should be made in consultation with state

and local authorities from time to time on the various aspects of the comprehensive program herein discussed, inasmuch as many phases of the flood control problem obviously affect diversified interests.

20. The Committee recommends that the Department of Agriculture be authorized, in extension of a procedure sanctioned by the Flood Control Act of June 22, 1936, to extend its surveys of watershed areas to all parts of the Mississippi Basin with a view to determining desirable measures for retarding runoff, controlling soil erosion, and reducing the shoaling of river channels with erosional debris. The Committee is informed that the Secretary of Agriculture has already requested such authority.

Respectfully submitted,

[ABEL WOLMAN, Chairman]

[13:OF 25—N:CT]

615 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON, *April 20, 1937]*

MY DEAR MR. SECRETARY: Reference is made to your letter of March 4, 1937, in which you advocate the acquisition of additional lands for wildlife refuges and request permission to attempt to secure funds for this purpose from Congress, in case no money is available for allocation now or in the immediate future.

I am sure you are well aware of my interest in the conservation of wildlife but, in the light of our financial condition as I see it now and as I am able to see it for this and the next fiscal year, I do not feel justified at this time in giving my approval to the land-purchase program which you have submitted. You will readily appreciate this after consideration of my message to the Congress on the subject of our fiscal affairs.

As to the allocation of emergency relief funds for the purchase of additional lands for wildlife refuges, I find that there are no balances from prior appropriations available for such purposes and due to the necessity of holding to the minimum the amount which I must ask Congress to appropriate for work relief of the unemployed during the fiscal year 1938, no provision can be made for the purchase of land from such funds.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] 4/20/37
[Notation: AS] DWB

[13:OF I—F:CT]

[1]Drafted by the Budget Bureau. Acting Budget Director Bell, in a letter to Roosevelt enclosing the draft, April 20, 1937 (OF I—F), said that the Biological Survey was not the only Government agency that wished to add to its land holdings. "There is the Forest Service, for instance, backed by strong groups interested in forestry, insisting upon material additions to the national forests. To approve the request for one activity would open the door for numerous requests which it would be difficult to resist."

616 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *April 21, 1937*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: Representative Caroline O'Day of New York is asking about the possibility of making Admiralty Island a wild life sanctuary until such time as it may be turned into a National Park. Will you and the Secretary of Agriculture talk this over and let me have a recommendation?[1]

F.D.R.

FDR/TMB
[13:OF 378:CT]

[1]Mrs. O'Day, writing April 17, 1937 (OF 378), had urged that something be done about Admiralty Island before the opening of the bear hunting season. See *post*, 645.

617 ROOSEVELT TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *April 28, 1937*

MEMORANDUM FOR D. W. B.: I have already told several leaders in House and Senate that in any new flood control work the state, county or municipality should pay for all lands, easements and rights of way for flood control works and that the U. S. Government would pay only for the flood control works and nothing for the land.

Please pass that along to the necessary Chairman, etc.[1]

F.D.R.

(Dictated but not signed)
FDR/DJ

[13:OF 132—C:CT]

[1]This was in reply to a memorandum on the subject from Bell, April 27, 1937 (OF 132—C).

618 ROOSEVELT TO REPRESENTATIVE WILLIAM M. WHITTINGTON OF MISSISSIPPI, CHAIRMAN, HOUSE COMMITTEE ON FLOOD CONTROL

EN ROUTE TO NEW ORLEANS, *April 28, 1937*

MY DEAR JUDGE WHITTINGTON: I enclose the report of the Chief of Engineers made in pursuance of Resolution of the Committee on Flood Control dated February 10, 1937.

Under the Resolution, this report covers a review of the reports submitted in House Documents Nos. 259 and 306, which relate to plans for a comprehensive reservoir system in the Ohio and Mississippi River basins. It also covers a review of Flood Control Committee Document No. 1, 74th Congress, relating to a revision and perfection of flood control for the alluvial valley of the Mississippi.

The present report relates especially to further flood control measures in the light of the Ohio

River flood of January, 1937.

It will be noted, of course, that the present report, like the three previous reports, takes up only the subject of flood control works such as levees and reservoirs, all of these works being intended to keep out or to hold back waters after they have reached the main stem of the Mississippi or one of the principal tributaries thereof.

Forty-five new reservoirs in addition to those already authorized are recommended. The cost of the additional reservoirs would be $245,958,000.

The total cost of the works proposed for the protection of the Ohio River Basin would run, in round numbers, $440,000,000; in the Missouri River Basin to $132,000,000; in the Middle Mississippi Basin to $153,000,000; and on the Arkansas and White Rivers to $81,000,000.

Mention is made of securing fee simple title to floodways on the Mississippi River. It occurs to me that, in view of the history of previous legislation and its results, this is advisable in order that no question may rise if it is found necessary to flood these lands. At the same time, it may be well to consider the possibility of renting these lands, once fee simple title is acquired, to neighboring farmers, with the definite understanding that tillage of these lands is solely at the risk of the individuals renting them.

Finally, the Chief of Engineers recommends, for additional flood control and fee simple purchases in the Mississippi Valley proper, an additional sum of $52,000,000.

To sum up the report, it proposes additional projects over and above those already authorized at an estimated cost of more than eight hundred million dollars, of which approximately one-third would be borne by local interests under existing authority.

Recognizing the fact that the report of the Chief of Engineers is limited by the Committee Resolution to large works such as levees and reservoirs, I have consulted with other agencies of the Government concerned with the control and use of water.

The report of the Chief of Engineers considers, of course, only one phase of the very large interlocking problem. For this reason it may be considered neither truly comprehensive nor effectively integrated. No opportunity has been possible, in this short space of time, to consider the report in relation to other Federal agencies, such as the Soil Conservation Service, the Forestry Service, the Tennessee Valley Authority, the United States Public Health Service, the Federal Power Commission and others.

For example, the report apparently does not consider the flood regulation work now under construction or planned by the Tennessee Valley Authority, which system is expected to reduce crest flood flows at Paducah and Cairo by 200,000 second feet.

No serious delay can come if the present Session of the Congress appropriates funds to undertake and continue some of the projects already authorized by previous Congresses for the Mississippi and Ohio Rivers. The amount of these appropriations should, of course, be viewed in the light of the budgetary necessities of the Government.

In the light of all the circumstances attaching to this report, I am requesting that a further and complete study be made by all of the Government agencies involved, sitting together as a group to make recommendations for a complete picture. This report should be available to the Congress by next January.

One other subject remains—the participation of state and local authorities in the cost of any of these projects. It is my belief that, for many reasons, the Federal Government should not be

charged with the cost of the land necessary for levees, dams and reservoirs. This policy was adopted by the Congress last year in connection with the projects in the Connecticut River Valley. In that case, while no work has yet been started, it is my understanding that the states of Vermont, New Hampshire, Massachusetts and Connecticut are substantially in agreement in regard to the purchase of the necessary land. It should be made clear, however, that if any electric power results from the erection of dams and reservoirs, the Federal Government alone should have complete authority over the sale of this power.

I am returning about May 12th, at which time I shall be glad to discuss this whole subject with you and the members of your Committee in case you should care to do so.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 25—N:CT]

[1]Whittington replied in a long letter of May 5, 1937 (OF 25—N), defending the Chief of Engineers' plan: "The proposed plan appears to be comprehensive for flood control. It would not conflict with the design and initiation of other improvements for water and soil conservation. The authorized beneficial activities of the several departments of the Government with respect to water and land conservation up to the present time have scarcely come in contact. When they do approach I feel that the War Department will fully cooperate with other governmental departments."

619 ROOSEVELT TO HARRY H. WOODRING, SECRETARY OF WAR

EN ROUTE TO NEW ORLEANS, *April 28, 1937*

DEAR HARRY: I have transmitted Gen. Markham's Flood Control Report to Chairman Whittington with a letter, of which I enclose a copy.[1]

Will you be good enough to have a meeting with Sec. Ickes and Sec. Wallace in order that the three Departments (including the Water Resources Committee, National Resources Committee) may work out a plan for the comprehensive report which I propose be made to the Congress next January.

It seems to me that in the future, instead of authorizing any new list of projects for some incredible sum, such as the eight hundred million dollars recommended herein, we should get Congress to approve, but not authorize, a five year or ten year plan, authorizing only those works which we are all agreed on should be commenced within the next two years and appropriating only for those works to be commenced within the next year.

Please explain this to General Markham. The present system is an impossible one and because of budgetary considerations would necessitate my disapproval of any huge authorization.

When I get back we can all talk this over.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 25—N:CT]

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Above.

620 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

EN ROUTE TO NEW ORLEANS, *April 28, 1937*

MEMORANDUM FOR SECRETARY ICKES: Please read the enclosed copies of letters to the Secretary of War and Chairman Whittington of the Flood Control Committee of the House and get together with Henry Wallace so that by the time I get back we shall be ready to proceed with a comprehensive, long-distance plan.

I enclose my own file of correspondence with Wolman and the Merriam memoranda. Please bring it to me on my return.[1]

F.D.R.

[13:OF 25—N:CT]

[1]The first two enclosures mentioned are printed above. The Wolman correspondence consists of a copy of a letter from Roger B. McWhorter, chief engineer of the Federal Power Commission, to Abel Wolman, chairman of the Water Resources Committee of the National Resources Committee, April 19, 1937, commenting on a draft report of the WRC on the Army Engineers' flood control plan. The Merriam letter, April 19, 1937, is printed *ante,* 613. With the second paragraph omitted, the letter here printed was also sent to Wallace.

621 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO JAMES ROOSEVELT, ADMINISTRATIVE ASSISTANT TO THE PRESIDENT

WASHINGTON, *April 29, 1937*

MY DEAR MR. ROOSEVELT: I have received your memorandum of April 27 and the enclosed correspondence from Congressman Englebright, concerning H. R. 5394 and Senate 1791 which propose to add a certain area of sugar pine forest to Yosemite National Park.[1]

In reply I am submitting the following information to refute the statements contained in Congressman Englebright's letter. This same information will be presented before the Public Lands Committee of both the House and Senate today by representatives of the Department.

The statement that a serious unemployment situation would almost immediately develop and that other dire consequences would result from the proposed purchase is grossly exaggerated. In the first place, the area of timber to be purchased is only 6,700 acres which is a relatively small area. It is difficult to understand how the purchase of so small an area of forest as this can seriously affect so many industries. The timber involved is enough to supply the sawmills of the lumber company for a period of only four to six years. The proposed purchase does not include all of the timber owned by the lumber company. It will have left enough timber to continue its operations for a period of from five to ten years.

The labor employed by the lumber company is very largely of a migratory type. This is due partly to the seasonal character of certain portions of their work. A census of the employees of this company taken within the last few days shows the total number of employees to be 422. Of this number 98 are aliens, the majority being Mexican and Italian. There are considerably more than 400 men employed during the summer season and considerably fewer than that during the winter. The employees own no property in the sawmill town. The lumber company owns all the cottages and cabins occupied by the laboring people. The employees

have only a transitory interest in their homes and are little concerned about the proper maintenance of them. They move readily from place to place in search of employment or more congenial surroundings.

As pointed out by Congressman Englebright, there are many other stands of sugar pine forests in California. There are also many other logging operations in progress in sugar pine forests of less outstanding character. Even in Tuolumne County, the same County in which the proposed purchase is to be made, there are other logging operations which can furnish employment for the same laborers if they leave their employment at Merced Falls.

The claim that the proposed purchase will render it impossible for the Yosemite Valley Railway to continue operation is based on the assumption that the purchase will cause the Yosemite Sugar Pine Lumber Company to cease operation almost immediately. As pointed out above, this is not likely to happen for a period of some years. An examination of the financial statements of the Railway Company shows that it has succeeded in earning its operating expenses except in the worst years of the depression. Its income statement shows that it can continue to do this without the revenue from the lumbering operations. Officials of the Railroad Company claim there is a reasonable prospect for the development of mineral industries within a period of 15 or 20 years. They anticipate revenues from such industries to replace revenues now derived from the lumber traffic.

As it will be possible for this railroad to continue in operation, the claims that other important industries representing capital investments of approximately ten million dollars will be wiped out are entirely without foundation.

It is predicted by Congressman Englebright that the proposed purchase probably will cost in excess of three million dollars. It is our belief that if a reasonable price cannot be arranged through negotiation with the owners of the timber, condemnation proceedings will result in a price which should not exceed two million dollars.

On the other hand, as an alternative, it has been suggested by the California State Chamber of Commerce that the area be purchased by the Federal Government and the timber be harvested under a plan whereby roadside strips would be left and the remainder of the timber would be cut by selective logging. The plan has one serious defect: whether the forest is logged selectively or by any other method, it is the very finest trees—the ones it is desired to save—that would be cut down. Moreover, forests of such huge trees do not thrive in narrow strips because the trees are subject to wind-throw and, when disturbed, are more susceptible to the ravages of insects and disease. Such a plan would be conservation in name only.

It has been stated that the proposed purchase will have little, if any, effect in attracting additional tourists to Yosemite Park. While this may be correct, the matter should be considered in another light. It is quite within reason to expect that the cutting of the timber may have a very unfavorable effect upon travel to Yosemite Park over the Big Oak Flat Road. Many people drive to Yosemite Park over that road because of the charming drive through the sugar pine forest. If the forest is logged, thereby creating the usual scene of devastation along this road, visitors will be very severe in their criticism of the Government because of its failure to protect the beauty which has caused this drive to be so noteworthy. Economic losses to the towns along this road because of fewer Yosemite visitors travelling that way may have more far-reaching effects than the immediate loss of tax revenue in the county.

The bills providing for the saving of this forest are sponsored in Congress by Senator McAdoo and Congressman McGroarty, both of California, and they are very strongly in favor of the measures. They have found that there is very widespread sentiment in California

favoring this bill. The only opposition from a California Congressman which has come to our attention is that of Congressman Englebright, in whose district the timber lies. We believe most of his opposition is due to the protests of county officials who anticipate tax losses. An amendment agreeable to this Department has been suggested to the House Public Lands Committee providing reimbursement of the counties for tax losses.

I am enclosing several photographs showing some of the large trees we are trying to save and others showing what is happening as the result of the logging operations of the Yosemite Sugar Pine Lumber Company on its lands adjoining the area we propose to purchase.[2]

Sincerely yours,

HAROLD L. ICKES

[13:OF 6—P:TS]

[1]James Roosevelt asked if Ickes thought that he (Ickes) should write to the chairman of the House Public Lands Committee about the bill. Englebright's letter to James Roosevelt, April 26, 1937 (OF 6—P), protested the enactment of the bill: the nature of his objections is indicated by the letter here printed.

[2]A copy of this letter was sent to Representative Englebright by James Roosevelt with a note (May 3, 1937, OF 6—P), saying that in view of Ickes' report there was nothing more he could do. The bills in question, H. R. 5394 and S. 1791, "for the acquisition of certain lands for, and addition thereof, to the Yosemite National Park," were identical; both were introduced on March 8, 1937. Extensive hearings were held on the House bill by the Public Lands Committee *(Acquisition of Lands for, and Addition thereto, Yosemite National Park in California,* Hearings, 75th Cong., 1st sess., on H. R. 5394, Apr. 20-23, 1937, Washington, 1937). Englebright had succeeded in persuading the House committee to include a provision in the bill to reimburse Tuolumne County for the tax loss it would suffer by the taking of its lands. This, however, was rejected by the House after extended debate. He charged that the bill was supported principally by the Emergency Conservation Committee of New York City of which Rosalie Edge was chairman, Davis Quinn was secretary, and Irving Brant treasurer, and that this committee had no other membership.

The arguments brought against the bill by Englebright are adequately indicated by the Ickes letter here printed. Representative McGroarty (Calif.), sponsor of the bill, pointed out that the destruction of the forest would, in a few years, also result in unemployment and the destruction of capital values, but with nothing left in its place. The only debate in the Senate was over a minor matter of language which was settled in conference *(Cong. Rec.,* 75th Cong., 1st sess., 81:5, 5473-5490; 81:6, 6293, 6375, 6429, 6662, 6733, 6739). The act was approved July 9, 1937 (50 *Stat.* 485).

622 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Apr. 29, 1937*

MEMORANDUM FOR THE PRESIDENT: Reference is made to Senator Hayden's letter of March 12 to you, which was referred to this Department by Mr. Marvin H. McIntyre, regarding the possibility of making funds available for the purchase of certain lands within Saguaro National Monument, Arizona.[1]

The Saguaro National Monument was established by proclamation of March 1, 1933. It contains an area of 72,884 acres of which 63,284 acres are publicly owned, leaving 9,600 acres of alienated lands. There are 5,920 acres of State-owned lands and 3,680 acres of privately-owned lands comprising the 9,600 acres of alienated lands. Unfortunately, the major portion of the finest Saguaro cactus stand in the United States is located in the area not now controlled by the Federal Government.

Dr. H. L. Shantz, until recently president of the University of Arizona, has described the area as follows:

> Nowhere in the world is there so fine a stand of the giant saguaro (Carnegia gigantia) as in the area included in the University Cactus Forest. Here the plants rise so close together that at times it is difficult to see through them for any great distance. Unique as is the area because of the close stand of saguaro, it is none the less remarkable for the fine stand of cholla, vignaga, ocotilla, palo verde, and hackberry, as well as hundreds of other interesting plants. Those who know every portion of the great Southwest maintain that the area surpasses them all.
>
> To allow this area to pass to private ownership and allow these great plants to be destroyed or shipped and sold, would not only be a calamity to Arizona, but to the Nation and to science as well. Unfortunately, the area had already been homesteaded, but the vegetation still remains in its virgin state.

It is recommended that the Federal Government undertake the purchase of the privately-owned lands, provided the State will agree to exchange its land for lieu lands of the public domain. It is also recommended that the Federal Government negotiate with the individual owners of the properties involved rather than with Mr. J. E. Harrison who claims to have options on all of the land. It is believed the 3,680 acres of privately-owned lands can be acquired for approximately $85,000.

If you approve, a supplemental item of $85,000 for inclusion in the pending Interior Department Appropriation Bill, conditioned upon the State of Arizona exchanging its lands for lieu lands of the public domain, will be submitted to the Bureau of the Budget for approval.

HAROLD L. ICKES

[13:OF 928:TS]

[1]Senator Hayden's letter was apparently not returned to the White House.

623 THE ORGANIZING COMMITTEE OF THE UP-STREAM ENGINEERING CONFERENCE TO ROOSEVELT

WASHINGTON, D. C., *April 30, 1937*

DEAR MR. PRESIDENT: We have the honor to submit in the form of a volume entitled "Headwaters Control and Use," the report of the Up-Stream Engineering Conference held in Washington, D. C. September 22nd and 23rd, 1936,[1] in accordance with instructions in your letter of June 16, 1936 appointing us as a committee to organize and conduct such a conference.

As stated in your letter, "Up-Stream engineering will have a major part in efforts to save the land and control floods, and for that reason it offers a broad field of opportunity for the engineering profession. There are indications that a substantial body of technical information on the control of little waters is now available in the scattered records of American experience. The urgent problem is to bring these data together in a coordinate body of engineering knowledge."

This report, we believe, is noteworthy in that it assembles under one cover for the first time a fairly complete treatment of the subject in the light of present knowledge: the basic scientific concepts and data; the specific objectives and techniques of application of these concepts in the control of waters in the various forms they take before becoming large streams; and general considerations of the social values to be realized through a comprehensive program of control and use of headwaters.

General interest in the subject was manifest in cordial cooperation from many sources and in the attendance. Attached is a list of cooperating agencies and individuals, both within and without the Government. The registered attendance—not including many members of Government organizations who "dropped in" for short periods to hear particular papers and discussions—was over six hundred. There were present eminent geophysicists, hydrologists, hydraulic engineers, civil engineers, agricultural engineers, geographers, biologists, economists, and political scientists, as well as other students and people of affairs who have become concerned with the problem of erosion and flood control, and with conservation in all its aspects.

Supplementary to the conference reported in this volume, the Committee organized a third days' program entitled "Young Men's Conference: On Behalf of a Continent." The purpose of this supplementary conference was to interest potential future leaders from all parts of the United States in the problems of soil and water conservation. This supplementary conference, which attracted a substantial audience, presented a program arranged by representatives of Four-H Clubs of America, the National Grange, the Future Farmers of America, the Junior Chamber of Commerce, and the National Youth Administration.

It is hoped that a new impulse has been given to the search for additional scientific data concerning the behavior of waters between the rain-drop and the river stages, and to the development of new techniques for application of fundamental principles to beneficial control and use of little waters.

Sincerely,

HUGH H. BENNETT, Chief, Soil Conservation Service
F. A. SILCOX, Chief, Forest Service
MORRIS L. COOKE[2]

[13:OF 2450:M]

[1]This was published by the Soil Conservation Service and the Forest Service with the cooperation of the Rural Electrification Administration as *Headwaters Control and Use; a Summary of Fundamental Principles and Their Application in the Conservation and Utilization of Waters and Soils* (Washington, 1937).

[2]Cooke had resigned as Rural Electrification Administrator on Feb. 6, 1937.

624 ROOSEVELT TO SENATOR CARL HAYDEN OF ARIZONA

ON BOARD U. S. S. "POTOMAC," *May 8, 1937*[1]

MY DEAR SENATOR HAYDEN: I have your letter of March 12, 1937, regarding the possibility of making funds available for the purchase of certain lands within the Saguaro National Monument, Arizona.

The general policy with respect to the acquisition of private lands for national parks and monuments has been to require their donation or purchase from donated funds. While it is true that there have been a few departures from this policy, I think that as a general policy it is a wise one, and that I would not be justified in submitting an estimate to Congress for an appropriation from the general fund of the Treasury to purchase the privately-owned land within the monument.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 928:CT]

[1]Roosevelt was on vacation from April 28 to May 13, 1937. He left Washington on April 28 and boarded the *Potomac* at New Orleans on April 29. After a fishing cruise in the Gulf he returned to Washington by way of Galveston.

[2]Drafted by the Budget Bureau, to whom Ickes' letter to Roosevelt, April 29, 1937 *(ante,* 622), was referred. Acting Budget Director Bell's report to Roosevelt on the policy involved, May 6, 1937, is with the letter here printed.

625 ROOSEVELT TO HENRY C. TURNER, New York City

GALVESTON, TEXAS, *May 8, 1937*

MY DEAR MR. TURNER: This is in reply to your letter of April twenty first,[1] concerning your check for $9.70 received from the Government in payment for plowing under 9.7 acres of a cover crop in a citrus grove in Florida, which you own.

I am informed by the Department of Agriculture that the check was issued after application for grant under the Agricultural Conservation Program had been made in the regular way by the Lake Wales Citrus Growers Association, acting as your agent. The application followed the filling out of a work sheet covering operations on your farm. Before the check was issued proof of compliance was given by your agent to the local committee.

Apparently the association acting as your agent was not informed of your desire not to receive any Government assistance in carrying out good conservation practice on your farm. Had it been so informed, the waste of effort by the local committee and the Government, in connection with the application made in your name, could have been avoided.

The majority of payments made to farmers under the program are larger than the one you received. While a payment of $9.70 may seem trivial to you, nevertheless there are many small farmers to whom even a payment of that size makes the difference between being able to finance a conservation practice and being forced to continue exploiting their soil. If all landowners, unaided, could and would carry out proper soil conservation practice on their land, there would be no need for a soil conservation program sponsored by the Government. However, experience has shown that the pressure of competition forces most farmers, in the absence of government assistance, to mine and exploit their soil, so as to increase their immediate cash return, even though it might be in their own long-time interest to avoid such exploitation. The government grants are intended to help the farmer avoid the cash sacrifice he would otherwise have to make in order to carry out good conservation practice.

The problem of stopping soil waste is especially acute on absentee-owned land which is occupied by tenants. The tenant naturally has little interest in conserving the soil for the benefit of some future occupant of the farm. The same is true of owners who are holding the land primarily for resale at a speculative profit.

Since the soil is the ultimate source of a large part of the Nation's wealth, the Nation cannot afford to permit the soil over large areas to be irretrievably ruined through the unrestrained operation of the competitive system. The Government's Agricultural Conservation Program represents the first serious and comprehensive effort by this Nation to save the good soil that is left. Expenditures by the Government which assure the conservation of the soil are in the

interest of national economy in the truest sense of that word.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I—R:CT]

[1]Turner said that he had done nothing to earn the payment made to him because the planting and plowing under of the cover crop had been done as a regular procedure.

[2]Drafted by the Agriculture Department.

626 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *May 11, 1937*

DEAR MR. PRESIDENT: When I learned from your son James that he was leaving Washington on May 11 and could take a message from me direct to you, I hastened to avail myself of the opportunity because I wanted to give you the background of my wire of May 8.[1]

You are fully informed, I believe, of how much I sympathize with you in your endeavors to bring about an effective integrated program of national and regional planning. Furthermore, I believe such planning should have to do with flood control, conservation and power projects. In your public life for many years you have driven straight toward the objective of an integrated program in these fields and I want to do what I can to help you attain your objective.

Now in this letter I would like to write you as frankly as though I were speaking with you face to face. The draft of the bill as prepared by the National Power Policy Committee and also such bills as the Barkley-Bulkley Bill and the Norris Bill, while dealing with the broad program which is of such great interest to both of us, cannot possibly in my opinion attain the objective which means so much to you.[2]

Two months ago I received from the National Power Policy Committee a proposed draft of a bill and on March 17 I sent to Secretary Ickes a strong objection to the procedure and machinery outlined in the bill. Last Saturday when I learned that most of the provisions of the tentative draft prepared by the National Power Policy Committee had been incorporated in the Norris Bill, I thought the matter sufficiently urgent to send you the wire. While I have talked very little with Secretary Woodring about the matter, I am confident that he will join me in proposing an alternative method of achieving national power development, flood control, conservation and related objectives. I believe this alternative will appeal to you as workable, sound and attractive. I think you will like it.

In response to your letter to Secretary Woodring and me,[3] our two Departments are now at work on a comprehensive plan for the Ohio and the Mississippi drainage basins. Unfortunately, however, we have not been able to obtain the cooperation of Secretary Ickes and the National Resources Committee in carrying out your instructions. When we endeavored to obtain this cooperation, a situation developed which illustrates the need for making the National Resources Committee directly responsible to you, but not to you through a Cabinet Member. Secretary Ickes and Mr. Eliot refused to cooperate in doing the work which you asked us to do unless the job could be turned over to them.

It seems to me that the situation with respect to the National Resources Committee as well as with respect to the whole Government, would be very greatly strengthened if you could move the Committee from the Interior Building, put it in an independent location and then have the Chairman report direct to you and not through a Member of the Cabinet. This would make overall planning a Presidential staff function as it should be. Most of the other Departments, I think, share my view in this respect. Also I am inclined to think that many of the Members of the National Resources Committee would concur in this view if they were in position to speak their minds freely.

The greater part of this letter was written before I received your wire late Monday afternoon, but in view of Secretary Woodring's experience with Secretary Ickes last week, I do not feel it wise to ask him to call the three of us into conference at this time. Between now and the time you get back Secretary Woodring and myself will confer with Director Bell and will also work on the approach referred to later in this letter. We hope to have the opportunity of talking to you about the whole problem on your return.

What we are all interested in, of course, is a constructive method of obtaining with the least friction possible the objectives for which you have so steadily fought.

I wish now, therefore, to discuss an idea which seems the nucleus of what I believe to be a thoroughly constructive proposal for legislation in the field of national and regional planning, flood control, soil conservation, power, and the development of human resources. The first essential is that overall planning should not be permitted to get mixed up with administration. If a regional or national agency both plans and executes, it is in a position no different from that of the several Departments. And if planning is under a single Member of the Cabinet, there will not be very much sound cooperation. Like now, planning will be antagonistic to administration.

Further, if the regional authorities, encompassing the entire area of the United States, were empowered to administer the projects they plan, then there would eventually be a complete regional duplication of identical national programs.

For example, all the bills to establish regional authorities include soil conservation as one of the basic functions. Soil conservation is mainly the adoption by farmers of improved farm techniques. These practices must be in accord not only with the farm's physical requirements, but also with the farmer's economic requirements. As you know, farm income is the largest single factor in the difference between soil exploitation and soil conservation. If soil conservation were managed by seven or eight regional authorities, as contemplated in most of the bills on this subject, it is almost inconceivable that all eight plans would fit harmoniously into a national farm program that would yield an adequate farm income and that would, at the same time, induce soil conservation practices.

It seems to me unnecessary to violate sound principles of organization to accomplish the purposes that motivate those who prepare such bills as the Barkley-Bulkley, Norris, and other proposals.

In the light of the discussions now under way with the War Department, I may wish to modify the following recommendation in small details but, essentially, I think it is administratively and politically possible to have the Congress authorize a program of power development, true overall planning, flood control, and conservation, somewhat along these lines:

(1) Establish regional planning agencies, with a substantial part of the membership drawn from the Departments concerned and with a few other members appointed by the President

from the region. This will keep the regional agencies from working in an administrative vacuum and will at the same time bring in a viewpoint wider than that of the immediate agencies involved.

(a) The plans developed by these agencies should include the development of navigation, drought alleviation, flood prevention, and power development and distribution, and, in addition, the whole field of conservation of natural and human resources.

(b) The regional planning agencies should report to the National Planning agency which should, as I indicated before, be a part of the Presidential staff; a substantial part of its membership, too, should be drawn from the Departments concerned.

(2) Such plans as are approved by the President and for which appropriations are granted, should definitely become part of the action programs of the established administrative agencies, but under no circumstances should the national or regional planning agencies themselves have authority to administer the programs.

(a) Among the overall plans would be, of course, plans for power development. These would become mandatory upon the administrative agencies concerned.

(3) Special provision should be made for the administration of the generation, transmission, and distribution of electric power, developed as an incident of projects for navigation, flood control, and reclamation.

(a) When engineering structures in streams are completed, the electric energy produced should be turned over, at the power house, to an administrator. There might be one or more administrators for each region to suit specific power requirements.

(b) Rates to be charged for such power should be subject to the approval of the Federal Power Commission. Furthermore while the Federal Power Commission is now mainly a regulatory body, I am inclined to believe that the administrators should be administratively responsible to the Federal Power Commission to insure a coordinated national power policy.

The Departments of War and Agriculture are already agreed upon the essentials of a comprehensive plan for the Ohio and Mississippi and are now moving to obtain the cooperation of the Public Health Service, T. V. A., and others for the preparation of that report. The outline of this plan will be ready for you when you return next Friday. Beginning tomorrow morning, the two Departments will go to work on a specific proposal for a comprehensive national program. I think Harry Woodring and I will be sufficiently in accord by the time you return that we can present a common recommendation to you.

I am sending this to you in the meantime because I think the issue at stake is sufficiently great that you will wish, before supporting any particular plan, to consider all possible alternative methods of achieving the desired objective. If you should agree with the general outline presented here, we could within a very few weeks perfect a bill that would provide suitable coordination of planning on a regional and national basis, would provide for the necessary separation of overall planning from actual administration, would avoid needless and dangerous duplication of the activities of the Federal departments, and would make possible effective administration of public power projects, as incidents of projects for navigation, reclamation, and flood control.

Respectfully,

H. A. WALLACE

[13:OF I:TS]

[1]Wallace asked Roosevelt to defer endorsement of any flood control or conservation legislation until they could discuss it. Roosevelt agreed to do this in a radio message from the *Potomac* of May 10, 1937 (OF 132).

[2]The Barkley-Bulkley bill (S. 1440), "To provide for the control of the flood waters of the rivers of the United States, for the improvement of navigability of such rivers, for the reforestation and conservation of natural resources, and for other purposes," was introduced Feb. 10, 1937. It was not reported *(Cong. Rec.,* 75th Cong., 1st sess., 81:1, 1081). On the Norris bill, see *post,* 636 n.

[3]The former is printed *ante,* 619; the latter has not been found.

627 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *May 12, 1937*

TO THE CONGRESS OF THE UNITED STATES: I transmit herewith for the information of the Congress a letter from the Organizing Committee of the Up-Stream Engineering Conference held September 22 and 23, 1936, with the accompanying record, under the title "Headwaters Control and Use," of the proceedings of the Conference.[1]

This volume of proceedings is a sequel to the report "Little Waters," which was transmitted to the Congress with my message of January 30, 1936. Whereas "Little Waters" was an initial elementary analysis of the relations between precipitation, run-off and soils, and of accompanying problems, the proceedings of the Up-Stream Engineering Conference constitute a more exhaustive treatment of the subject, and bring together under one cover the basic hydrologic data and principles, experience in applying these principles to land-water problems, and appraisals of the significance of this experience.

"Headwaters Control and Use" should be of service to the Congress in connection with its consideration of measures looking towards conservation of waters, prevention of erosion, and control of floods. It is becoming increasingly apparent that big waters are not the only part of our water resources presenting problems and requiring constructive treatment. Little waters also are of critical importance. In fact, with respect to some problems, drainage basins must be treated as a whole, both headwaters and main channels of any river system being brought into an integrated program of regulation.[2]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES: M]

[1]*Headwaters Control and Use; A Summary of Fundamental Principles and Their Application in the Conservation and Utilization of Waters and Soils Throughout Headwater Areas. Papers Presented at the Upstream Engineering Conference* . . . (Washington, 1937).

[2]Two typescripts of this message are present (OF 2450): one is dated May 1, 1937; the other bears the dates May 6, May 8, and May 12, 1937, the first two being crossed out. Except for the dates, they are identical with the text here printed. With the May 1 copy is a memorandum, McIntyre to Early, May 2, 1937, sent from Galveston, Texas, and reading, "I am keeping a copy of this. Since news is so damn scarce here do you think it would be all right to hold this and give it out down here when I get a release from you that it has gone to the Congress? This may not be practical since I'd have to tell the boys the report itself is available in Washington." Early replied by telegram of May 4, 1937 (OF 2450), that he had no objection.

In the Senate the message was referred to the Committee on Commerce; in the House, to the Committee on Flood Control *(Cong. Rec.,* 75th Cong., 1st sess., 81:4, 4413-4414, 4445).

628 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *May 15, 1937*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Please let me have a memorandum as to just how this bill will work and where. Also, what is the Department's definition of the size of a farm forest or forest and shrub plantation? Also, will the plantings be limited to drought areas? Also, how will the act work out in those states like the state of New York which already have large reforestation programs and sell state-raised seedlings, but do not give them away?[1]

F.D.R.

[Notation: T] Re: H. R. 4728, An Act to authorize cooperation in the development of farm forestry in the States and Territories, and for other purposes.

[13:BUDGET BUREAU ENROLLED BILLS:CT]

[1]Answered *post,* 630.

629 ROOSEVELT TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, 5/17/37

MEMO FOR MAC: I want a conference with Wallace, Ickes, Woodring and the National Resources Board if they are ready to report to me on the Flood Control plan.

F.D.R.

[13:OF 25—N:T]

630 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *May 18, 1937*

DEAR MR. PRESIDENT: Reference is made to your memorandum of May 15.

The cooperative farm forestry bill, H. R. 4728, was designed to give a legislative basis for the Shelterbelt Project, the handling of which has been very much handicapped by the lack of such a basis. The continuation of this project depends on approval of this bill. The bill was made broad enough, however, to cover the entire farm forestry field.

Approximately one-half of the fund authorized by the bill will be used in the critical drought areas of the Middle West for shelterbelt plantings. These forest and shrub plantings are in strip form and for single farm units will not ordinarily exceed one-half mile in length.

The greater part of the remainder of the fund authorized by the bill will be used for farm woodlots, which aggregate about 185 million acres and are located almost entirely east of the plains. The work will consist of advice to farmers to make their forests productive and of assistance in planting. The Department's conception of farm woodlots would confine them to

bona fide farm enterprises. Areas exceeding 50 acres in individual units are rare, except in the South. Plantations on individual holdings will not ordinarily exceed 10 acres. The total area requiring reforestation is estimated at 35 million acres.

A relatively small part of the fund authorized by the bill will be used for investigative work dealing with the Shelterbelt and farm woodlots.

In this entire undertaking the maximum practical cooperation will be required from the landowners. In planting, the drought area will probably require the extreme of Federal contribution but even here it is planned to require farmers to furnish the land, to do the necessary ground preparation, essential fencing, and a large part of the cultivation. New York probably represents the other extreme where the Federal Government should cooperate with the State in furnishing seedlings at cost. For other States, an equitable arrangement will be worked out which will take into account the difficulties in planting, existing State policies, etc. The difficulties of establishing plantations will be the controlling factor which will determine the degree of Federal cooperation.[1]

Sincerely,

H. A. WALLACE

[Notation: A] Approved 5/18/37

[13:BUDGET BUREAU ENROLLED BILLS: TS]

[1]The Norris-Doxey bill (Cooperative Farm Forestry Act) was approved May 18, 1937 (50 *Stat.* 188). By amendment, the act as passed differed from the Norris-Jones bill of the previous session (see draft enclosed in Wallace to Roosevelt, June 1, 1936, *ante,* 515) in the following particulars: (1) the Secretary of Agriculture was directed to give effect to the act by cooperation with the land-grant colleges and state forestry agencies rather than through the Forest Service; (2) competition of Government nurseries with commercial nurseries was specifically forbidden, and (3) the original requirement that half the cost of the trees be borne by the recipients was removed. An appropriation of $2,500,000 was authorized.

Introduced in the Senate by Norris (Nebr.) on Feb. 15, 1937, as S. 1504, and in the House by Doxey (Miss.), on the same day, as H. R. 4728, the bill was passed by the Senate on April 20. There was little opposition in the Senate but the debate was prolonged in the House. There it was passed May 5 by a vote of 171 to 152 *(Cong. Rec.,* 75th Cong., 1st sess., 81:2, 1194, 1227; 81:4, 3617-3625, 3630-3631; 4128-4131, 4189-4209.) Reports on the bill by the Senate and House Agriculture Committees are printed *ibid.,* 81:4, 3622-3623, 4130-4131. Succeeding appropriations for the Cooperative Farm Forestry Act barred the use of such funds for the establishment of new nurseries.

631 ROOSEVELT TO GOVERNOR ELMER A. BENSON, St. Paul, Minnesota

[WASHINGTON] *May 19, 1937*

MY DEAR GOVERNOR BENSON: Your letter of April ninth, urging that I make available $1,000,000 for immediate acquisition of the lands included in the Kabetogema Purchase Unit, has been read with a sympathetic appreciation of the Forest problems of Northern Minnesota.[1] You know of my interest in furthering a sound and constructive program of forest conservation for the Nation as a whole. The restoration and protection of the forest area along the northern boundary of Minnesota, particularly because of its international aspects, is unquestionably a worthy project.

Unfortunately, the conditions which dictate affirmative federal action in the Kabetogema Area exist in equal or greater degree within many other of our forest regions, where not only the preservation and restoration of physical resources, prevention of soil erosion, and the

reduction of floods, but also the welfare of people stranded on submarginal lands and in communities whose basic economic resources have become exhausted, depends upon federal action to acquire, protect, and develop the land and to aid the people in shifting from poor land to better land, or otherwise finding needed sources of livelihood and economic security.

I am very anxious that the Federal government shall continue to bear an adequate share of such work. But as you know, the heavy requirements for the more immediate task of human conservation in the form of unemployment relief, combined with other inescapable costs of government, have made such demands upon federal revenues that it has been impossible to do many things that obviously are very desirable.

An item for forest-land acquisition is included in the 1938 budget, which will meet some of the above needs. I am confident Secretary Wallace, in expanding such appropriation, will see that an equitable portion of it is used to meet the situation described in your letter.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I—C:CT]

[1]Governor Benson said that these lands were a fire hazard because neither the state nor the Federal Government was providing fire prevention facilities (OF I—C).

[2]Drafted by the Agriculture Department. Wallace, in his letter to Roosevelt enclosing the draft, May 18, 1937 (OF I —C), said that his agency recognized the merit of Benson's proposal but that there were numerous other National Forest Purchase Units where the need for fire prevention measures was equally acute, and "in the matter of social relief, flood prevention, soil erosion control, and aid to industrial stabilization," even more acute.

632 NELSON C. BROWN, NEW YORK COLLEGE OF FORESTRY, TO ROOSEVELT

SYRACUSE, NEW YORK, *May 22, 1937*

DEAR PRESIDENT ROOSEVELT: The 26,000 trees were planted on your place during the last week of May, just ahead of some bright warm sunshine and good spring rains. Last Friday I made a careful inspection of the planting work and the results. I believe excellent survival will attend this planting as great care was exercised in putting the trees in the ground, especially in the second lot near the woods where, due to the stony nature of the ground cover, unusual care was necessary.

In the first lot, in order to finish out the planting not completed in 1936, 2000 balsam fir, 1000 Douglas fir, and 1100 Norway spruce were planted, making a total of 4100 plants. In the second lot, 21,750 Norway spruce were planted 3-1/2' x 3-1/2' apart. In the home garden or nursery, about 50 each of Douglas fir, balsam fir, and Norway spruce were placed as a reserve for fillers in case of any losses. It is estimated there are 9-1/2 acres in the second lot next to the woods and of these about three-fourths were planted this spring. With the recent heavy rains I am very much encouraged and believe that results of planting should be very successful. Even the trees stricken by the drought last year have shown excellent survival due to the emergency watering which we did during July. . . .[1]

Sincerely,

NELSON

[13:PSF:HYDE PARK:TS]

[1]See *post*, 646.

633 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND HARRY H. WOODRING, SECRETARY OF WAR

[WASHINGTON] *May 26, 1937*

Personal

MEMORANDUM . . . I have read over your letter of May twenty-fourth and the accompanying material,[1] and suggest that in order not to complicate legislative procedure of getting the thing started that you let the bills that Senator Norris and Congressman Rayburn are going to introduce, go ahead and be referred to the committees. Then take up your suggestions with the committees and have them considered as amendments to these bills in committee rather than in separate bills.

I think this will help all concerned.

F.D.R.

[13:OF I:CT]

[1]Not present.

634 JEAN SHERWOOD HARPER TO ROOSEVELT

SWARTHMORE, PA., *May 26, 1937*

DEAR MR. ROOSEVELT: When you made possible last year the Government's acquisition of Okefinokee Swamp as a wild-life refuge, Francis felt that his struggle of nearly a quarter of a century for the preservation of the swamp ought to be at an end. But evidently it is not.

The Biological Survey is showing either a woeful ignorance or a profound disregard of certain fundamental principles in the proper administration of a natural wilderness, still largely in a primeval state. Every real naturalist knows that the paramount policy in such an area should be non-interference with nature.

It is true that the Chief of the Survey, in a recent letter to Dr. John C. Phillips (brother of the Ambassador), professed that the Survey's aim was to preserve the "pristine quality" of the Okefinokee. Furthermore, in a letter of February 16, 1937, the Survey's technical adviser, W. L. McAtee, wrote to Francis that "no planting of anything not native to the region is planned."

Apparently both letters were mere "scraps of paper."

For we have just learned that 114 Asiatic chestnut trees have already been planted in the refuge, apparently on Floyd's Island, one of the choicest areas in the swamp. A copy of Francis's letter of protest to one of the Survey officials is enclosed.[1] The only excuse offered in reply is that "the Department is experimenting with the growing of these trees to replace the native chestnuts wiped out by the blight." Apparently the Survey is in total ignorance of

the fact that no native chestnuts ever have occurred in the entire Okefinokee region! In any event, the wilful introduction of exotics into a natural wilderness is nothing short of a biological crime.

In its anxiety to cater to the politically powerful duck-hunters, and in disregard of the opinions of competent biologists, the Survey is also planning the introduction of certain non-native aquatic plants as duck food. There is already sufficient native duck food.

Is there no way to stop this sort of bungling by the Biological Survey in its administration of a unique and priceless wilderness?

It is most unfortunate that the CCC, with its record of devastation in other wilderness areas, has had to be turned loose on the Okefinokee, too. (This is another matter which the Chief of the Survey professed not to be planning last year.)

The National Research Council's Committee on Wild Life and Nature Reserves (H. E. Anthony, chairman) is quite in sympathy with Francis's views on the Okefinokee, but feels that its style is rather cramped when it comes to criticizing a federal agency. But isn't that what the National Research Council is for? Couldn't you ask for its opinion?

Always sincerely.

JEAN SHERWOOD HARPER

[13:PPF 1091:TS]

[1]To James Silver, May 20, 1937.

635 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *June 2, 1937*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: A friend of mine on his way back from Florida came through the Okefinokee Swamp and told me that the Biological Survey is introducing plant and animal life not native to the region. Of course, the original object of the Biological Survey in acquiring the swamp, was to keep the fauna and flora in an absolutely original state. He tells me that Japanese chestnuts have been planted to replace the native chestnuts but that it is well-known that no native chestnuts ever grew in the swamp. Further, he tells me that aquatic plants not native to the swamp have been introduced as duck food. Further, he says that some kind of Japanese squirrel have been turned loose, apparently to go with the Japanese chestnuts.

Please let me have a definite report on these rumors. If they are true, the chestnuts should be removed, the squirrels should be shot and the duck food eliminated. Why, oh why, can't we let original nature remain original nature![1]

F.D.R.

FDR/TMB
[13:PPF 1091:CT]

[1]Answered *post*, 642.

636 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *June 3, 1937*

TO THE CONGRESS OF THE UNITED STATES:[1] Nature has given recurrent and poignant warnings through dust storms, floods and droughts that we must act while there is yet time if we would preserve for ourselves and our posterity the natural sources of a virile national life.

Experience has taught us that the prudent husbandry of our national estate requires far-sighted management. Floods, droughts and dust storms are in a very real sense manifestations of nature's refusal to tolerate continued abuse of her bounties. Prudent management demands not merely works which will guard against these calamities, but carefully formulated plans to prevent their occurrence. Such plans require coordination of many related activities.

For instance, our recent experiences of floods have made clear that the problem must be approached as one involving more than great works on main streams at the places where major disasters threaten to occur. There must also be measures of prevention and control among tributaries and throughout the entire headwaters areas. A comprehensive plan of flood control must embrace not only downstream levees and floodways, and retarding dams and reservoirs on major tributaries, but also smaller dams and reservoirs on the lesser tributaries, and measures of applied conservation throughout an entire drainage area, such as restoration of forests and grasses on inferior lands, and encouragement of farm practices which diminish runoff and prevent erosion on arable lands.

Taking care of our natural estate together with the stopping of existing waste and building it back to a higher productivity is a national problem. At last we have undertaken a national policy.

But it is not wise to direct everything from Washington. National planning should start at the bottom or, in other words, the problems of townships, counties and states, should be coordinated through large geographical regions and come to the Capitol of the nation for final coordination. Thus the Congress would receive a complete picture in which no local detail had been overlooked.

It is also well to remember that improvements of our national heritage frequently confer special benefits upon regions immediately affected, and a large measure of cooperation from state and local agencies in the undertaking and financing of important projects may fairly be asked for.

Any division of the United States into regions for the husbandry of its resources must possess some degree of flexibility. The area most suitable as a region for the carrying out of an integrated program designed to prevent floods is the basin including the watersheds of a pivotal river. But other problems dependent upon other combinations of natural economic and social factors, may require a somewhat different area to permit the most effective functional program. For instance, the problem of the Great Plains area is a problem of deficient rainfall, relatively high winds, loose, friable soils, and unsuitable agricultural practices. The natural area for solution of the Great Plains drought problem is different from that for the solution of dynamic water problems presented by the rivers which traverse that area. The rational area for administration of a Great Plains rehabilitation program crosses the drainage areas of a number of parallel major tributaries of the Mississippi River. It should therefore be kept in mind that in establishing a region for one type of comprehensive program, parts or all of the same area may be included in a different region for another type of comprehensive program with the result of a federal system, as it were, of programs and

administrative areas for solution of basically different yet interrelated problems.

Neither the exact scope nor the most appropriate administrative mechanism for regional husbandry can at the start be projected upon any single blue print. But it is important that we set up without delay some regional machinery to acquaint us with our problem.

I think, however, that for the time being we might give consideration to the creation of seven regional authorities or agencies;[2] one on the Atlantic Seaboard; a second for the Great Lakes and Ohio Valley; a third for the drainage basin of the Tennessee and Cumberland Rivers; a fourth embracing the drainage basins of the Missouri River and the Red River of the North; a fifth embracing the drainage basins of the Arkansas, Red, and Rio Grande Rivers; a sixth for the basins of the Colorado River and rivers flowing into the Pacific south of the California-Oregon line; and a seventh for the Columbia River Basin.[3] And in addition I should leave undisturbed the Mississippi River Commission which is well equipped to handle the problems immediately attending the channel of that great river.

Apart from the Tennessee Valley Authority, the Columbia Valley Authority, and the Mississippi River Commission, the work of these regional bodies,[4] at least in their early years, would consist chiefly in developing integrated plans to conserve and safeguard the prudent use of waters, water-power, soils, forests and other resources of the areas entrusted to their charge.

Such regional bodies[4] would also provide a useful mechanism through which consultation among the various governmental agencies working in the field could be effected for the development of integrated programs of related activities. Projected programs would be reported by the regional bodies[4] annually to the Congress through the President after he has had the projects checked and revised in light of national budgetary considerations and of national planning policies. When the National Planning Board is established, I should expect to use that agency to coordinate the development of regional planning to ensure conformity to national policy, but not to give to the proposed National Planning Board any executive authority over the construction of public works or over management of completed works.[5]

Projects authorized to be undertaken by the Congress could then be carried out in whole or in part by those departments of the Government best equipped for the purpose, or if desirable in any particular case by one of the regional bodies.[4] There should be a close coordination of the work done by the various agencies of government to prevent friction, overlapping and unnecessary administrative expense and to ensure the integrated development of related activities. There should be the closest cooperation also with the developing state and local agencies in this field, particularly the state, regional and local planning boards and the commissions on interstate cooperation which work through interstate compacts ratified by the Congress and through interstate administrative arrangements. And provisions should be made for the effective administration of hydro-electric projects which have been or may be undertaken as a part of a multiple purpose watershed development. The water-power resources of the nation must be protected from private monopoly and used for the benefit of the people.[6]

This proposal is in the interest of economy and the prevention of overlapping or one-sided developments. It leaves the Congress wholly free to determine what shall be undertaken and provides the Congress with a complete picture not only of the needs of each one of the regions but of the relationship of each of the regions to the whole of the Nation.

If, for example, the Congress could have had before it at this session a complete picture of immediate and long-term needs I think its task in providing for flood prevention and drought

emergencies would have been an easier one.[7]

For nearly a year I have studied this great subject intensively and have discussed it with many of the members of the Senate and the House of Representatives. My recommendations in this message fall into the same category as my former recommendation relating to the reorganization of the Executive Branch of the Government. I hope, therefore, that both of these important matters may have your attention at this session.[8]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES:M]

[1]This text is that of the mimeographed White House press release of the message. It derives from four drafts: (1) a draft entitled "Notes for Message on Regional Authorities," authorship not indicated, with a number of pencilled deletions and additions by Roosevelt; (2) a "clean copy" of the first draft, typed in final form and signed by Roosevelt; (3) the second draft plus revisions noted as having been made by the President's Committee on Administrative Management (the Brownlow Committee), plus certain other revisions noted as "having been inserted to avoid the inference that the Message indorses one bill rather than another and to avoid comment on the omission of any special reference to power"; and (4) draft 3, plus four insertions that were apparently composed by Roosevelt. With the fourth draft is a memorandum, Roosevelt to Early, James Roosevelt and Forster, May 31, 1937: "To show to Tommy Corcoran. Have him check with Norris and the Congressman who is to introduce it and have final draft for me Wednesday morning when I get in." (This was written in Hyde Park.) Since some of the textual changes in the several drafts have more than ordinary interest as showing Roosevelt's decision (arrived at, apparently, between the preparation of drafts 1 and 2) not to press for regional authorities exclusively, they have been noted.

[2]"Or agencies" was added by draft 3.

[3]Crossed out by Roosevelt in draft 1, "and an eighth authority for the territories and possessions of the United States."

[4]Draft 3 substituted "regional bodies" for "authorities."

[5]The Brownlow Committee contributed the first part of this sentence; the qualifying clause is from draft 4.

[6]The preceding three sentences were added by draft 3 (the first by the Brownlow Committee).

[7]This and the preceding paragraph were added by Roosevelt to draft 1.

[8]Bills were at once introduced to give effect to the recommendations of the President: S. 2555, by Senator Norris (Nebr.), on June 3, 1937, to provide for the creation of seven "corporate Conservation Authorities"; H. R. 7392, by Representative Rankin (Miss.), June 4, 1937, companion bill to Norris'; H. R. 7365, by Representative Mansfield (Texas), on June 3, 1937, providing for seven regional planning agencies and for the creation of regional power authorities which would he operating agencies; and H. R. 7863, "to provide for the creation of conservation authorities," also by Rankin, on July 14 *(Cong. Rec.*, 75th Cong., 1st sess., 81:5, 5281, 5335, 5341; 81:7, 5157).

Hearings were held on the bills: *Creation of Conservation Authorities,* Hearings before a Subcommittee of the Committee on Agriculture and Forestry, U. S. Senate, 75th Cong., 1st sess., on S. 2555, June 21 to July 7, 1937 (Washington, 1937); *Regional Conservation and Development of National Resources,* House of Representatives, Hearings, 75th Cong., 1st sess., on H. R. 7365 and H. R. 7863, July and August, 1937 (Washington, 1937).

Roosevelt's reference to the Norris bill at his press conference of the day following the transmittal of his message to Congress (see below) did not indicate any great enthusiasm for it, nor did he attempt, in the months following, to secure public support for either the Norris or the Mansfield bill. He did, it is true, make a general reference to the desirability of regional planning and the creation of regional planning boards in his Bonneville Dam speech of Sept. 28, 1937 (Rosenman, ed., *Public Papers,* VI, 390-391). Concerning Administration policy and the regional authority bills, see William E. Leuchtenburg, "Roosevelt, Norris and the 'Seven Little TVA's'" in *The Journal of*

Politics, 14 (August, 1952), 418-441, and his *Flood Control Politics* (Cambridge: Harvard University, 1953), pp. 72-73, 77-89, 102, 103.

637 PRESS CONFERENCE, Executive Offices of the White House, June 4, 1937, 11 A. M.

[Excerpt] Q: To go back to the National Planning Bill:[1] What is its relation to the St. Lawrence Waterway and Quoddy?

The President: That is a pretty broad question. It depends entirely how they set up these planning commissions. I don't know whether the St. Lawrence Waterway would come under the Ohio and Great Lakes or whether it would come under the Eastern Seaboard. In other words, it is one jump ahead of the game. I don't know. But it would have nothing to do with the treaty with Canada, of course, because these are only planning commissions and that would be only a planning commission. You see, of all these agencies that are proposed, there would only be three—really only two—that would have any administrative functions at all. One would be the TVA in that area and the other would be the Columbia Basin when the Bonneville Dam Bill goes through. Another is the existing agency of the Mississippi Valley Commission.[2]

Q: Are you referring to the House Bill as distinct from the Norris Bill when you say that?

The President: To tell the honest truth, I have not read either so I cannot answer the question.

Q: Would the bill cover Quoddy?

The President: Only the planning.

[13: PRESIDENT'S PRESS CONFERENCES: T]

[1]See preceding note.

[2]Mississippi River Commission.

638 HARCOURT A. MORGAN, VICE CHAIRMAN, BOARD OF DIRECTORS, TENNESSEE VALLEY AUTHORITY, TO ROOSEVELT

WASHINGTON, *June 11, 1937*

MEMORANDUM TO THE PRESIDENT . . . PHOSPHATE DEPOSITS: The Tennessee Valley Authority's efforts, stimulated by your emphasis upon the slipping away of our land capital, have produced results of great national significance. For more than three years the Authority has undertaken at Muscle Shoals experiments in the production of phosphate products and their use. Equipment has been designed and methods have been developed by which new products and new processes have been made available. As a result of these experiments, the importance of phosphate products has been thoroughly established and their proper use greatly stimulated. At the same time, the experiments have emphasized the limited resources available and the folly of our present day commercial use of this essential element. Adequately to protect the land, a program of conservation must be considered for the two major phosphate areas in the United States, Florida and the West.

Florida Deposits

The deposits of Florida, though less than ten per cent of the total reserves in this country, are today supplying almost all of the phosphate being applied to our soil, and a third of their output is exported to foreign countries. They are now held in private corporate ownership, with profit as the motive in their exploitation. The accessibility of commercial water transportation accelerates their use, and the TVA experiments, when generally utilized, will add another factor encouraging their speedy exhaustion. For the protection of the land in this country, consideration should be given to purchase by the Government of the entire Florida phosphate area, or at least the million tons produced therefrom which are now being exported annually, in order that the products may be available for the soil conservation and adjustment program of the U. S. Department of Agriculture.

The Deposits of the West

The western deposits are located in the States of Idaho, Utah, Wyoming, and Montana, largely on public lands. So far, they have been developed by leasing to private interests. As the TVA experiments are now directed particularly to the liberation of these resources, it is important that consideration be given to a program which would permit the leasing of these deposits by the Department of the Interior to the Department of Agriculture for use in a national program of land restoration.

It will be a tragedy if steps cannot be taken to conserve all the benefits of the TVA experiments for a program looking toward the rehabilitation and maintenance of the exhausted soils of this country. Unless our national phosphate resources are protected by public policy, the success of the work at Muscle Shoals may prove an advantage only to those who have for so long exploited the land and those who live upon it in order that industry should profit.

At your earliest opportunity, I should like to discuss with you a specific proposal for meeting these problems.[1]

[HARCOURT A. MORGAN]

[13:OF 42:T]

[1]Answered *post*, 640.

639 ROOSEVELT TO MAUDE STOUTENBURGH ELIOT, New York City

[WASHINGTON] *June 12, 1937*

MY DEAR MRS. ELIOT: I am so glad to have your letter and to know that you and Ellie[1] have seen each other. I understand that "The Pines" have not yet been taken over by the churches. When that takes place I think that there should be created some kind of park authority on the same principle as the State Park Authorities so that the property and its use are permanently labeled with a public interest. Such an Authority would have the right to ask for the help of a CCC camp.

I heartily agree with you that it would be a fine thing if the reforestation work could be undertaken and that in a few years we would have a real park in its natural setting for the use of future generations.

When I go home next month I will talk with the church people about it.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 751:CT]

[1]Ellen C. Roosevelt, a cousin of Roosevelt. The letter, June 8, 1937 (PPF 751), concerned Mrs. Eliot's plans for the future use of the former seat of the Stoutenburgh family, "The Pines," a wooded area east of the village of Hyde Park. This was given by Mrs. Eliot to the Protestant churches of Hyde Park for development as a park.

640 ROOSEVELT TO HARCOURT A. MORGAN, VICE CHAIRMAN, BOARD OF DIRECTORS, TENNESSEE VALLEY AUTHORITY

WASHINGTON, *June 16, 1937*

MEMORANDUM FOR DR. HARCOURT MORGAN: I want to talk with you about these phosphate deposits. Can you bring me a map showing location of the Florida deposits?[1]

F.D.R.

[13:OF 42:CT]

[1]See *ante,* 638.

641 ROOSEVELT TO REPRESENTATIVE JAMES F. O'CONNOR OF MONTANA

[WASHINGTON] *June 19, 1937*

MY DEAR MR. O'CONNOR: I am impressed by the account of drought conditions in Montana which you indicated in your letter of May twenty-fourth,[1] and the desire of the people for construction of more small earthen dams and drilling of wells. I realize the necessity of conserving the scanty water supply of the Great Plains and the importance of small dams to impound water for livestock and for stabilizing production of farm gardens and supplemental stock feed.

The Works Progress Administration is now carrying on an extensive water conservation program in Montana and in other States subject to drought. This program includes the construction of a considerable number of small dams, and, where conditions are favorable, the installation of wells.

The Works Progress Administration of Montana is prepared to handle additional water conservation projects of this type for which certified relief labor is available. Public agencies of the State desiring to sponsor such projects should be advised to make application to the State Administrator, Mr. Joseph E. Parker, at Helena, or to the Director of the Works Progress Administration district in which they are located, who will be pleased to advise and assist them in the preparation of their applications.

The program of the Department of Agriculture in Montana also includes both actual construction of small dams and aid to farmers in constructing them. Hundreds of small earthen dams have been constructed by the Resettlement Administration to furnish stock water on publicly owned range land in Montana. This program has furnished beneficial work for thousands of needy people of the State. The 1937 range practices program of the Agricultural Adjustment Administration for Montana includes payments to farmers for construction on private land of earthen pits and reservoirs, and for digging or drilling wells.

In some parts of Montana as well as elsewhere in the Great Plains, limited supplies of ground water exist. The Resettlement Administration is carrying on a program of locating these areas and the determination of available supplies and the properly coordinated utilization with other natural resources of the area. This work has been confined largely to the Southern High Plains but it is intended to extend it to the Northern Great Plains, including eastern Montana, during the next fiscal year. Such investigations prepare the way for comprehensive ground water development programs.

I think you would be interested in reading the report of the Great Plains Committee, which was recently transmitted to Congress and which outlines a long range program for proper utilization and conservation of the land and water resources of this area, and I have asked that a copy be sent to you.

The enclosures received with your letter are returned herewith.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 987:CT]

[1]O'Connor's letter (OF 987) enclosed a number of letters he had received from his constituents concerning the drought in Montana. He urged the construction of small earth dams and artesian wells as the most effective way to meet the emergency. The importance attached to O'Connor's letter by the White House is indicated by the care taken in drafting the reply. The Department of Agriculture and the Works Progress Administration were asked to prepare a reply, and this draft (sent to Roosevelt by Wallace, June 17, 1937, OF 987) was then sent to the Budget Bureau for review (Bell to Roosevelt, July 22, 1937, OF 987). No changes were made in the draft and it was sent as the letter here printed.

642 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, D. C., *June 22, 1937*

DEAR MR. PRESIDENT: Reference is made to your memorandum of June 2 in which you indicate that the Biological Survey apparently is not conforming to the original policy adopted for the maintenance and development of the Okefenokee Wildlife Refuge in Georgia.

From the time negotiations started for the acquisition of this area it has been and still is the intention of the Biological Survey to maintain the area primarily as an inviolate wilderness, with a minimum of disturbance of the natural balance of the plant and animal life.

The balance of nature for some of our bird and animal life has been upset on many millions of acres of land formerly occupied by the chestnut and chinquapins by the introduction from abroad of the chestnut blight and the Phytophthora root disease. These two exotic diseases have resulted in the loss of an outstanding source of food supply for wild turkeys, deer, and other game. The Department is introducing and breeding strains of chestnut and chinquapins which are resistant to these diseases. Some of these that seem especially valuable as a source of game food are being planted in the Eastern States in an attempt to restore nature to its original condition so far as the food supply of some of our important native birds and animals is concerned. A part of this breeding work is being conducted at our Plant Introduction Garden near Savannah, Georgia, and we are using in this work some of the remaining plants of these species of chinquapins that are native to the coastal region of Georgia. The small experimental planting of chestnuts and chinquapins that was made on the Okefenokee Refuge included some hybrids between chinquapins and the resistant Asiatic chestnuts. It is not

known definitely whether chinquapins formerly extended naturally into the drier parts of the Refuge but they do occur in that general region. Instructions have been issued to remove this experimental planting.

No introduced aquatic plants have been planted on the area by the Biological Survey, although we have definite information that such aquatic plantings were made by the Hebard Lumber Company officials prior to our acquisition.

There is no truth in the rumor that Japanese squirrels have been introduced on the Okefenokee Refuge.

I desire to thank you for calling my attention to this matter, and I assure you that it is the intention of the Chief of the Biological Survey, as well as the undersigned, to maintain the Okefenokee Wildlife Refuge as an inviolate wilderness area. Only such few trails, quarters, and boundary markings as are necessary to provide for proper protection of the area will be approved.

Respectfully yours,

H. A. WALLACE

[13:PPF 1091:TS]

643 SENATOR ALVA B. ADAMS OF COLORADO TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

[WASHINGTON] *June 23, 1937*

MY DEAR MAC: As I told you on the phone, I am extremely anxious to have the Budget Commissioner submit an estimate of not less than $1,000,000 to start the construction of the Colorado-Big Thompson Reclamation Project.

Colorado has had no reclamation project nor any major project during the present administration. Every state in the west has one or more major projects. The lack of such a project is highly prejudicial to the standing of the administration. This matter was taken up with the President on two occasions during the preceding session of Congress. We were then advised, and properly advised, that none of the projects which we presented had met the requirements of the Reclamation Law and the Reclamation Service. Now, however, the present project has met each and every one of these requirements.

The surveys and plans of the project are complete. The project is recommended as highly desirable by the Reclamation Service. The project is feasible from an engineering standpoint. The repayment to the Reclamation Fund of the cost of the project is assured.

The project will not bring into cultivation new lands but will furnish a supplemental supply for some 600,000 acres of the finest land in the United States, which is now under cultivation but for which there is an occasional shortage of water in the late summer to complete the crop. Not less than 175,000 people will be benefited by the project. In addition, the City of Denver and all of northern Colorado will derive great indirect benefits.

The cost of the project can be easily borne by those benefited by it. Water of the kind which the project will furnish is now being paid for upon both public and private projects at from six to ten dollars per acre per year, while the cost of this water during the forty-year period for repayment of reclamation costs will not exceed two dollars per acre. The last session of

the Colorado Legislature authorized the formation of water users' associations or districts for the purpose of contracting with the Reclamation Service in order to insure the repayment of the costs of the construction to the Reclamation Fund so that those who will make use of the water to be supplied by the proposed reclamation project are now in a position to make and perform whatever contracts may be necessary to comply with the Reclamation Law or the desires of the Reclamation Service. In addition a tax of one-half mill per annum will be levied upon the property in the district for the purpose of aiding in meeting the costs of the project. The assessed valuation of the territory within the district is in the neighborhood of $150,000,000.

In the past there has been considerable controversy over the proposed construction of this project between residents of the eastern and western sections of Colorado. The western group, led by Congressman Taylor, vigorously opposed the project. During the past few weeks a series of conferences have been held and a complete agreement has been reached between the representatives of the two areas of the state and both regions now urge the construction of the project. Congressman Taylor has withdrawn his objection.

Congress, at the time of the passage of the act creating the Rocky Mountain National Park, was advised of the ultimate desirability of a project such as the one now proposed and in order that there might be no hindrance to such construction by the creation of the park, incorporated the following provision in the Act: "The United States Reclamation Service may enter upon and utilize for flowage or other purposes any area within said Park which may be necessary for the development and maintenance of a Government reclamation project" (Chap. 19, Sec. 1, Vol. 38 *Statutes* 798: enacted January 26, 1915).

Some objections to the construction of the project have been made by those interested in national parks. These objections are based upon complete misunderstanding and in some cases, misrepresentations of the character of the project and the effect if its completion. Some of the objections have their origin in the fact that the project will develop a large amount of hydroelectric power which will be of great benefit to the communities to be served by the project, but which will inevitably lower the cost of hydroelectric energy in that section of our State now served by private corporations.

The water which is to be carried from the western slope to the eastern slope is taken through a tunnel, neither portal of which is within the Rocky Mountain National Park, though the tunnel itself passes under the Continental Divide which is within a portion of the Park. Construction of the project will improve and not impair the scenic beauties of the Park. Grand Lake, at the western portal of the tunnel and from or through which the waters are derived will be enlarged and improved, and its shoreline leveled and stabilized at a point greatly to the improvement of the lake from every standpoint.

On the western slope provision is being made by replacement reservoirs to equalize the flow of water for irrigation purposes so that the irrigable lands in that section will no longer be in danger from a shortage of water during any portion of the irrigation season.

The Senate incorporated an authorization for the construction of this project in the Interior Department Appropriation Bill during the last session but due to the controversy which then existed the authorization was defeated in the House.

From a careful study of the project, both on the ground and from the engineering reports, I can assure you that the project is desirable and beneficial from every aspect and so far as I know, there is no single feature of it which will be detrimental socially, economically, financially, or from the standpoint of scenic beauty and attraction.

The time is very pressing as I am desirous of having an appropriation for the commencement

of the project included in the Interior Department Appropriation Bill which is under consideration by the Senate Appropriations Committee. This bill will probably be presented to the Senate for consideration on Monday, June 28; consequently if a budget estimate is to furnish a basis for the appropriation it should be made immediately.

I will be appreciative and deeply indebted if the President would request the Director of the Budget to submit the necessary estimate. I am informed that the Interior Department made a request for an estimate some time back.

With best regards, Sincerely,

ALVA B. ADAMS

P. S. I am attaching herewith a copy of Senate Document No. 80 which is a synopsis of the report of the Reclamation Service on the project,[1] and also a copy of the report of the Irrigation and Reclamation Committee of the Senate recommending the passage of the bill authorizing the construction of the project and summarizing the provisions of the report.[2] The facts concerning this project as stated will be corroborated by Mr. Page, Commissioner of Reclamation, and I suggest that he be called upon if there be any question about them. A. B. A.

[Notation: AS] West Slope legislators have withdrawn objections Alva says. MHM[3]

[13:OF 402:TS]

[1]*Synopsis of Report on Colorado-Big Thompson Project, Plan of Development and Cost Estimate Prepared by the Bureau of Reclamation* . . . 75th Cong., 1st sess., S. Doc. 80 (Washington, 1937).

[2]*Senate Report 775 to Accompany S. 2681,* 75th Cong., 1st sess. (Washington, 1937).

[3]Writing again to McIntyre on July 14, 1937 (OF 402), Adams said that if provision for the project should be taken out of the House Interior Department appropriation bill, it would be difficult to explain to the people of Colorado, especially when it was understood "that word has gone out from the White House to some of the leaders in the House that it is desired that this project be eliminated from the appropriation bill."

644 ROOSEVELT TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *June 25, 1937*

MEMO FOR MAC: Will you talk with Bell about this[1] and tell him I do not think we should submit an estimate this year and for him to tell Adams that the matter should go over until next year?

F.D.R.

[13:OF 402:T]

[1]Above.

645 CHARLES WEST, ACTING SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *June 25, 1937*

MEMORANDUM FOR THE PRESIDENT: In conformance with your memorandum of April 21 concerning the possibility of making Admiralty Island a wildlife sanctuary until such time as it may be turned into a national park, I have asked the Secretary of Agriculture to appoint a representative who, with a representative of the Department of the Interior, will study the problem in Alaska.

I have suggested this method of procedure because I am advised by the National Park Service that Admiralty Island is believed to be of doubtful national park quality; that the Forest Service and the Alaska Game Commission have effected a wildlife management plan of apparent merit for Admiralty Island; and, that a desirable extension of Glacier Bay National Monument would provide comparable wildlife sanctuary in a region of great scenic beauty and scientific interest.

The proposed joint study should be completed by the middle of the summer.[1]

CHARLES WEST

[13:OF 378:TS]

[1]The Agriculture Department was reluctant to enter upon a joint survey until the newly created Alaskan Territorial Board (whose object was the development of Alaskan resources) was fully organized. Interior then decided to go ahead with its own survey, and Agriculture promised the aid of Forest Service officers at Juneau (West to Roosevelt, Oct. 9, 1937, quoting Acting Secretary of Agriculture Wilson to West, July 24, 1937; Roosevelt to Bell, Nov. 22, 1937, OF 378). No further reference to the President's query of April 21, 1937, appears in the Roosevelt papers.

646 ROOSEVELT TO NELSON C. BROWN, New York State College of Forestry, Syracuse University, Syracuse, New York

[WASHINGTON] *June 29, 1937*

DEAR NELSON: Many thanks for yours of June twenty-sixth.[1] I shall be delighted to try the experiment of the Asiatic chestnuts next Spring.

When you next make a check on the woods I wish you could have someone from the College go through the woods, especially the woods around the oldest white pine grove back of the farm to see if there are many young chestnuts growing. I have seen a number of them—possibly forty or fifty—ranging from five feet to twenty feet in height.

Back on the top of the hill at the extreme east end of the place I think there are some others.

If you want something definite to do in Europe, get information about community owned forests in France, Germany, Austria, etc., showing the actual annual profit which the communities make from the sale of fagots, cord wood, lumber and hunting licenses.

If you could get up a little book in popular vein with photographs and a catchy title and cover, it would sell like hot-cakes. The important thing is to confine the story to small communities which have not got much capital to invest.

I hope you will have a wonderful time and I will see you both when you get back.

Always sincerely,

[13:PPF 38:CT]

[1]Brown said that he was going to plant some Asiatic chestnuts on the Roosevelt grounds in the spring in an effort to develop a blight-free variety, and that he was going to Europe to look into some recent forestry and conservation developments there (PPF 38).

647 CHARLES WEST, ACTING SECRETARY OF THE INTERIOR, TO MARVIN H. MCINTYRE, ASSISTANT SECRETARY TO THE PRESIDENT

WASHINGTON, *June 30, 1937*

MY DEAR MR. MCINTYRE: Further reference is made to a letter of January 29 to you from Representative Frank W. Boykin, relating to the proposed diversion of water from Yellowstone Lake in Yellowstone National Park to the Snake River for use in Idaho. The above-mentioned letter was transmitted to Secretary Ickes with your memorandum of February 9, which was acknowledged by my letter of February 20 to you.[1] It has required considerable time to assemble and analyze the data related to this important problem.

This particular proposal originated, as Mr. Boykin indicates, with the people of the upper Snake River valley in Idaho through the Commissioner of Reclamation of Idaho, and has been discussed with this Department for some time.

The principal question in the case is whether or not the policy of the Congress and of this Department, of protecting from any change in their natural condition park areas which exemplify natural history values of national and international significance, is of more benefit to the public as a whole than it would be if modified to allow the alteration of natural conditions in those areas because of purely local industrial urgency. Local agitation in favor of proposals to divert waters of Yellowstone National Park for irrigation and power development has occurred frequently during past years, but no projects have materialized because they have not, upon careful study, proven to be of greater benefit to the public than the park values they would destroy.

Mr. Boykin is apparently misinformed regarding the previous status of the lands included within Yellowstone National Park. None of those lands were at any time under the jurisdiction of the State of Wyoming. As the property of the United States, they were part of the public domain when they were reserved for national park purposes by the Act of March 1, 1872 (17 *Stat.* 32). By the Act of July 10, 1890 (26 *Stat.* 222), admitting the State of Wyoming into the Union, Congress specifically reserved the ownership of all lands included within the park, and provided that the park should remain under the exclusive jurisdiction of the United States. The Wyoming Constitutional Convention had already adopted an ordinance forever disclaiming all right and title to the unappropriated public lands lying within the park boundaries.

It has long been recognized that the waters upon the public domain are subject to disposal in accordance with the laws of the several States. There was no special guarantee for the benefit of Wyoming, other than the provisions of general statutes relating to waters on the public domain. However, it is equally well recognized that the States, in exercising their authority to dispose of water, may not grant any right or privilege to use lands of the United States. From time to time, acts of Congress have provided the exclusive means by which rights-of-way over the public lands and reservations may be obtained for the purpose of constructing diversion works, dams, reservoirs, and conduits. There is no authority for the granting of

such rights-of-way within the national parks.

There is some impression that the water flowing from Yellowstone Lake contributes materially to the periodic floods on the Mississippi and Missouri Rivers. Such is not the case. On the contrary, the lake acts as a natural impounding and restraining reservoir during the season when those floods occur. The reports of the United States Geological Survey, based upon observations made from 1923 to 1934, inclusive, show that the maximum discharge from Yellowstone Lake occurs usually about two weeks after the date of maximum flow of the Yellowstone River at Miles City, Montana. During the twelve-year period, the earliest date of maximum discharge was May 31, and the latest date was July 18. The mean date of maximum discharge for the 12 years was June 26, long after the disappearance of any danger of floods on the lower streams.

The maximum flow from Yellowstone Lake amounts to only a small part of the flow of the Yellowstone River at Miles City, Montana. During the six years from 1929 to 1934, inclusive, the percentages were as follows: 1929, 6%; 1930, 9%; 1931, 6%; 1932, 8%; 1933, 8%; 1934, 9%.

It will readily be seen that the outflow from Yellowstone Lake can not be considered an important contributing factor in any floods in the Mississippi and Missouri valleys, and that any flood control measures undertaken at Fishing Bridge or elsewhere on the lake or along the river within the park boundaries would be almost wholly ineffective.

With reference to the idea of augmenting the flow of the Snake River for irrigation and power purposes by water from Yellowstone Lake, the policy governing national parks, as mentioned above, again comes to mind. It is assumed that no one today questions the premise that the natural features which the national parks and monuments were established to preserve are of incalculable recreational and economic value. Years of public service experience in the national park system adequately prove this. Raising the level of Yellowstone Lake and tunneling through to an outlet on the headwaters of the Snake River would have the effect of relegating the lake to a position of comparative recreational and economic unimportance to the park.

Not only would the natural character of the lake be destroyed, but other undesirable changes would certainly result from the permanent stabilization of the lake at its present high-water mark. The destruction of the Molly Islands, where the white pelicans and numerous other water fowl nest under protection, would be complete. The remarkably fine sandy shores of Yellowstone Lake would be permanently submerged, and the effect of wave action above the present high-water mark would be incalculable. It would be necessary to raise a large part of the road along the shore and to protect it by riprapping. Some of the hot springs would be permanently submerged. The present high recreational value of Fishing Bridge and the adjacent camp would be destroyed, and the natural character of the lake at its outlet would be fundamentally changed if a dam or weir were to be installed to control the level. The Yellowstone River and the falls within the park would, upon their being converted to an artificially controlled display, lose their appeal to the many thousands of visitors who now visit them annually during the peak flow in June and July. The same unfortunate results would follow any arrangement whereby the lake level would be subject to artificial fluctuations, and, in addition, the shores of the lake would tend to become unsightly mud flats, such as those observed at Jackson Lake, a few miles to the south of Yellowstone Lake, resulting from the establishment of an irrigation reservoir.

If an irrigation and power project such as Mr. Boykin suggests were ever approved, local people in the upper Snake River Valley would profit at the expense of hundreds of thousands of actual and potential park visitors. A precedent would be established for utilization of

resources in national parks throughout the country in connection with purely local irrigation, power development, and other schemes, and the economic values of the high public service to which the parks have been dedicated would shortly be gone. In view of the interest the Congress and this Department have consistently maintained in protecting the national park system, I cannot at this time view Mr. Boykin's recommendations favorably.

Mr. Boykin's letter of January 29 is returned herewith.

Sincerely yours,

CHARLES WEST

[13:OF 590:TS]

[1]Representative Boykin (Ala.), on behalf of "a friend of many years standing," urged consideration of a proposal to dam Yellowstone Lake for irrigation purposes. He denied that the appearance of Yellowstone Park would be harmed and said that the "attitude of the National Park Service should he revised because of present and future necessity" (OF 590). McIntyre in his memorandum to Ickes (OF 590) said that the President had suggested that he take up the Boykin matter with him. Apparently no reply was made to Boykin.

648 WILLIAM P. WHARTON, PRESIDENT, NATIONAL PARKS ASSOCIATION, TO ROOSEVELT

WASHINGTON, D. C., *July 1, 1937*

(Personal, Attention of Miss LeHand)

DEAR MR. PRESIDENT: Senate bill 2681, authorizing the Colorado-Big Thompson Transmountain Water Diversion Project, which passed the Senate hurriedly without opportunity for public hearings, is, in the estimation of this Association and others concerned with protecting the integrity of the National Parks, a serious menace to the entire National Park System. By permitting economic use of natural resources within the Rocky Mountain National Park, it would set a precedent which might easily lead to breaking down the barriers which have been set up against similar projects in the other Parks. If the National Park System is to be maintained as a unique American institution, it is clear that economic development within every Park must be prevented. Since National Forests offer every opportunity for economic development under wise restrictions, surely we can afford to maintain a few relatively small areas of supreme natural beauty wholly in their original condition for the enjoyment and inspiration of our people.

Since the real issue tends to become obscured by the claim of the Reclamation Service that this project would have no effect on the primeval conditions and natural beauty on the surface, it may be well to add here that the National Parks Association is satisfied that the necessary work cannot be carried on without actual impairment of these values in the vicinity of the location of the proposed tunnel.

We shall do everything we can to defeat this authorization, as well as any appropriation which may be made pursuant to it, or in anticipation of it, in the Interior Department Appropriation bill. I hope that we may have your help in our effort to stop this project in the House, or, if that fails, a ringing veto in defense of complete preservation for the National Primeval Parks.

With kind regards, Sincerely yours,

WM. P. WHARTON

[APS] There appears to be an entirely practicable route to carry the needed water around the south end of the Natl Park, and wholly outside of it. This route should be surveyed.

[Notation: A: LEHAND] Mac to ack & hold it in case the Bill comes down—[1]

[13:OF 402:TS]

[1]Acknowledged by McIntyre, July 6, 1937 (OF 402).

649 ARNO B. CAMMERER, DIRECTOR, NATIONAL PARK SERVICE, TO ROOSEVELT

WASHINGTON, *July 6, 1937*

MEMORANDUM FOR THE PRESIDENT: Reference is made to your memorandum of June 17, requesting a memorandum on former Governor Baxter of Maine.[1]

In *Who's Who in America,* Mr. Baxter is credited with being a "champion of State's rights." In the *Portland Press Herald,* May 3, 1937, he refers to the Baxter State Park, which he purchased and donated to the State, as follows: "In planning for this over all those years my sole interest was in the State of Maine, not in the National Government."

These evidences, as well as the correspondence that we have received from Mr. Baxter protesting the Mount Katahdin National Park project, indicate that he is so staunch an advocate of State's rights that he would consider even a national park as an undesirable invasion. We are unable to understand his point of view since the proposed national park, if ultimately established, would increase the park area at Mount Katahdin from the present 7,000 acres of Baxter State Park to about 300,000 acres, which would provide a much more effective recreational area, wildlife sanctuary and scenic wilderness, the very resources that he is seeking to preserve for the State of Maine. . . .

We are informed by Mr. Myron H. Avery, President, Appalachian Trail Conference, that the public facilities at Baxter State Park are inadequate and poorly planned. The State legislature this year refused to appropriate the requested $2,000 for the care of the park. Last year, at the request of Governor Brann, this Service conducted a preliminary investigation of the Mount Katahdin region and recommended that approximately fourteen townships, including the Baxter State Park, would be suitable for national park status, if the lands could be donated in fee simple. Congressman Brewster has introduced the Katahdin Park bill (H. R. 5864) at the request of people in Maine and not at the request of this Department. It is contemplated that final report upon the bill will be withheld until we have made further and detailed study of the project, which study will be undertaken this summer.

The correspondence that was attached to your memorandum of June 17 is returned.[2]

ARNO B. CAMMERER

[13:OF 6—P:TS]

[1](OF 6—P.) Percival Baxter was governor of Maine from 1921 to 1925.

[2]Baxter to Mr. and Mrs. David Gray, April 26, 1937, enclosing copies of Baxter's letters to E. A. Pritchard of the

National Park Service, Aug. 15, 1936, and to Senator Hale of Maine, April 8, 1937 (OF 6—P). Baxter asked the Grays to intercede with Roosevelt to prevent the establishment of a national park in the Katahdin area. (Mrs. Gray was an aunt of Mrs. Roosevelt.) In his letter to Hale, he asked that H. R. 5864, to create a Mount Katahdin national park, be "killed," and said that he had plans of his own for the improvement of Baxter State Park. H. R. 5864 had been introduced on March 23, 1937, by Representative Brewster (Me.); H. R. 6599, apparently a modification of the former bill, was introduced by him on April 22. No action was taken on either measure *(Cong. Rec.*, 75th Cong., 1st sess., 81:3, 2664; 81:4, 3772).

The case for a national park to include Katahdin was given in a statement by Myron H. Avery, chairman of the Appalachian Trail Conference *(ibid.,* 81:10, 1411-1412). Avery said that the Baxter State Park took in only the mountain top and that proper protection of the scenic values of the mountain could be given only by the addition of extensive areas surrounding it. He also said that the state was in no position to care for the area. Several years before, Governor Louis J. Brann of Maine had attempted to interest the Administration in a national park in the Katahdin-Moosehead Lake region (Fechner to Roosevelt, Aug. 24, 1933, OF 6—P). At that time the Park Service recommended that the President move slowly in approving such projects, since large cut-over areas did not make a national park. See below.

650 ROOSEVELT TO MR. AND MRS. DAVID GRAY, Portland, Maine

[WASHINGTON] *July 8, 1937*

MY DEAR MAUDE & DAVID: I did not get the letter to you from Governor Baxter until about two weeks ago and sent it at once to the Interior Department for a memorandum. Here it is. Will you be good enough to send it to the Governor and tell him, incidentally, that I know of the splendid work which he has done for conservation and wild life.[1]

I hope all goes well.

Affectionately,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]The "memorandum" is the preceding letter. The Mount Katahdin park proposal came up again in 1938 and 1939; see *post*, 925.

651 JOSEPHINE ROCHE, ACTING SECRETARY OF THE TREASURY, TO SENATOR ROYAL S. COPELAND OF NEW YORK, CHAIRMAN, SENATE COMMITTEE ON COMMERCE

[WASHINGTON] *July 12, 1937*

MY DEAR MR. CHAIRMAN: Reference is made to H. R. 7051, a bill "Authorizing the construction, repair, and preservation of certain public works on rivers and harbors, and for other purposes." This bill, as passed by the House of Representatives, contains in section 5 provisions which are the same as those of H. R. 2300, a bill "To provide for a survey of the Ohio River and its tributaries with a view to preventing their pollution." Under date of April 19, 1937, this Department, in a letter to the Chairman of the Committee on Rivers and Harbors, House of Representatives, reported adversely on H. R. 2300, as follows:

The Treasury Department has given careful consideration to H. R. 2300, a bill "to provide for a survey of the Ohio River and its tributaries with a view to preventing their pollution."

This bill would authorize and direct the Secretary of War to cause to be made a survey of the Ohio River and its

tributaries, to ascertain the sources and extent of pollution, with a view to determining the most feasible method of correcting and eliminating pollution, and to make such recommendations for remedial legislation as is deemed advisable. The Secretary of War would be authorized, in carrying out this proposed study, to secure the cooperation and assistance of the Public Health Service.

The Public Health Service has been engaged in scientific studies of stream pollution problems for nearly twenty-five years. Methods of field and laboratory procedure have been developed that are in general use today. In addition the Public Health Service is, and has been for many years, cooperating in a limited way with the State health departments in connection with stream pollution studies. The work of the Public Health Service in this field has been limited only by the appropriations made available.

During the period 1913 to 1917 a careful study was made of the sources and extent of pollution entering the tributaries and the main stream of the Ohio River, and extensive laboratory studies were made of the Ohio River throughout its length. During the period elapsing since this study many changes have taken place with increasing population and industrial development. The canalization of the Ohio River has changed completely the pollution conditions in the main stream during low water periods. Some effects of this canalization on pollution conditions have been studied more recently in the stretch of river between Cincinnati and Louisville.

Were the War Department to undertake a study of this drainage basin it would be necessary for that department to develop the required technical force and duplicate much of the work that has already been done by the Public Health Service, as well as to establish contacts with the State agencies, such as already have been established by the Public Health Service over a period of many years.

It would appear more logical that the Public Health Service, the federal agency authorized by the Congress to make such studies under the Act of August 14, 1912 (37 *Stat.* 309, U. S. C. Title 42, sec. 7) should make the survey if it is required.

In view of the fact that the Public Health Service is the agency authorized by the Congress to carry on stream pollution studies and is the only federal agency properly qualified to make such studies, and since stream pollution control is essentially a public health problem, the Treasury Department does not recommend the enactment of H. R. 2300.

For the reasons stated in the report on H. R. 2300 this Department recommends that Section 5 pertaining to the pollution survey of the Ohio River be stricken from H. R. 7051.[1]

Very truly yours,

(Signed) JOSEPHINE ROCHE

[13:BUDGET BUREAU ENROLLED BILLS:T]

[1]This letter was sent to McIntyre by Acting Budget Director Bell under cover of a letter dated Aug. 21, 1937, in which Bell reported on the hill referred to. Bell noted that the Secretary of War and the Acting Secretary of the Interior recommended that the bill be approved, and enclosed their letters to this effect, dated respectively Aug. 17 and 21, 1937. Bell said he was "wholly in accord with the Treasury position" that stream pollution was essentially a public health problem, and that the Public Health Service was the agency authorized by Congress to carry on stream pollution studies, but he felt that the matter could be "satisfactorily worked out between the two departments," and therefore recommended that the bill be approved. Roosevelt approved the bill Aug. 26, 1937, but took note of the objection made by the Treasury Department in a press release issued on the same date, *post*, 682.

652 ROOSEVELT TO GOVERNOR GORDON BROWNING, Nashville, Tennessee

[WASHINGTON] *July 26, 1937*

MY DEAR GOVERNOR BROWNING: During your recent visit you called my attention to the fact that the acquisition of all lands in North Carolina within the boundary lines of the Great Smoky Mountains National Park project had been completed with funds made

available by Executive Order 6542 of December 28, 1933, but that some 26,000 acres in Tennessee, estimated to cost approximately $745,000, needed for the completion of the park, had not been acquired due to lack of funds. You asked me why the Government should not complete the program in Tennessee as it did in North Carolina.

The sum of $1,550,000.00 was made available by the above-mentioned Executive Order after North Carolina had advised that $1,145,540.08 was necessary to acquire two remaining timber parcels in the park area, and Tennessee advised that $858,828.64 was necessary to acquire all lands on the Tennessee side. This made a total of $2,004,368.72. There remained $506,557.86 of Rockefeller donated funds which were also made available subject to certain conditions that were met. This made a total of $2,056,557.86 available to complete the land acquisition program.

The reliability of the estimates and the adequacy of the funds were first questioned when court awards on the two remaining North Carolina parcels were over $300,000 higher than the estimates. Checking of the Tennessee estimates also found them far too low. The court awards in North Carolina, however, had to be paid at once to stop accrual of interest charges. Of course, these high awards resulted in a greater shortage of funds for land acquisition in Tennessee. The National Park Service estimates that the amount yet needed to complete the park is approximately $745,000. Under the law and the agreements with the chief private donor to the park fund it is contemplated that all of the park lands in North Carolina and Tennessee must be acquired before development of the park may be undertaken.

The provision in previous laws permitting the acquisition of lands with Federal funds for CCC and other purposes, which would be applicable to this project, were not continued by the Congress in the new emergency legislation, and, consequently, there is now no existing authority under which funds may be allocated to complete the land acquisition in Tennessee for the Great Smoky Mountains National Park project.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]Drafted by the National Park Service.

653 ROOSEVELT TO DANIEL C. BEARD, CHAIRMAN, NATIONAL COURT OF HONOR, BOY SCOUTS OF AMERICA, Suffern, New York

[WASHINGTON] *July 28, 1937*

DEAR "UNCLE" DAN: You are a grand Scout in every sense of the term and I am thrilled to know the story of the characters in "The Yankee in the Court of King Arthur."[1] I am especially thrilled to recognize the faces of Annie Russell and Sarah Bernhardt—even I remember them in their youthful or at least their prime days—and as for Lord Tennyson, who could mistake it?

I wish I could join you in the joy of your camp. I am still searching out bits of original wilderness. Two weeks ago we bought the last of the sugar pine groves in California near the Yosemite.

By the way, up at Hyde Park we have thirty or forty acres of real primeval forest between our

house and the river. Some day I shall show it to you.

Always your friend,

[FRANKLIN D. ROOSEVELT]

[13:PPF 1104:CT]

[1]Referring to Beard's letter of July 23, 1937 (PPF 1104), dealing mostly with his manner of illustrating Mark Twain's *A Connecticut Yankee in King Arthur's Court.* Beard said that he rejoiced to see that the President had "the wisdom and foresight to see the necessity of protecting bits of wilderness in this great land of ours . . ."

654 ROOSEVELT TO ROBERT FECHNER, DIRECTOR, CIVILIAN CONSERVATION CORPS

WASHINGTON, *July 28, 1937*

MEMORANDUM FOR HON. ROBERT FECHNER: I have signed the Executive Order and I want only to make one suggestion in regard to its administration.[1]

While it is legal to undertake projects on land belonging in private ownership, I think it is a great mistake to do any more of this than we can possibly help. There are some cases where the cutting of firebreaks, for example, the privately owned forest lands, will safeguard publicly owned lands against fire, but it is difficult to say to one private owner "We will work on your land" and to his neighbor say "We will not work on your land."

Furthermore, in view of the fact that there is so much work to be done in the national parks, the national forests, the national monuments and the game refuges, I hope we can confine the CCC work almost entirely to these areas and to similar areas owned by states and municipalities.

F. D. R.

[13:OF 268:CT]

[1]Executive Order 7677—A, signed July 26, 1937, authorized the Civilian Conservation Corps to do work on certain county, municipal and private lands.

655 FREDERIC A. DELANO, VICE CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO JAMES ROOSEVELT, SECRETARY TO THE PRESIDENT

WASHINGTON, D. C., *July 31, 1937*

MY DEAR JIMMIE: I have been down here in Washington attending meetings, and yesterday afternoon learned of a Joint Resolution that had been passed by both houses but in different form, the House form being very objectionable. As a Joint Resolution cannot be vetoed by the President,[1] it is especially difficult to deal with, and I therefore send you a copy of this resolution and a copy of the *Congressional Record* with the passage marked on page 10127.

The resolution as passed by the House would give the War Department authority to prepare a comprehensive plan for utilization of all water resources in the United States. Reports on run-off retardation will be prepared by the Department of Agriculture, and studies of reclamation

projects would be made in conjunction with the Department of the Interior. The Senate Resolution would authorize the preparation of a comprehensive flood control plan by the War Department. Authority for the preparation of such a plan by the Departments of War and Agriculture already has been granted, in large measure, under the flood control act of 1936. It appears that the House resolution, if agreed to by the Senate, would result in a national water plan which would have been prepared without reference to important Federal interests such as represented in the power activities of the Federal Power Commission and the pollution abatement activities of the Public Health Service. It also might ignore the State water planning activities which were initiated throughout the country last year when, at the request of the President, the National Resources Committee undertook the preparation of a comprehensive water program in cooperation with all Federal and State agencies. A revision of the first report on "Drainage Basin Problems and Programs" is now in progress.

In view of these facts it seems to me that it would be desirable to attain agreement to the resolution as passed by the Senate with allowance for participation by the Department of Agriculture in preparing reports on run-off retardation. The resolution as passed by the House would be an obstacle to the comprehensive water resources planning by all Federal and State agencies which was initiated last year.

I hesitate to bother the President at this time, and would not even call his attention to the matter if it did not seem to me very important.[2]

Very sincerely yours,

FREDERIC A. DELANO

[13:OF 132:TS]

[1]Delano was in error; see *post*, 663.

[2]Senate Joint Resolution 57, "to authorize the submission to Congress of a comprehensive plan for the prevention and control of floods of all the major rivers of the United States," was introduced Jan. 30, 1937, by Senator Caraway (Ark.) The companion measure, House Joint Resolution 175, introduced by McClellan (Ark.), was amended by the House to give the War Department very broad planning powers in the fields of conservation and hydroelectric power. The amendment was incorporated in the Senate resolution and this was passed on Aug. 2, 1937 *(Cong. Rec.*, 75th Cong., 1st sess., 81:1, 601, 604; 81:5, 5654; 81:7, 7822-7841, 7963-7964, 8163). On August 4 Roosevelt asked for a report on the measure from the Budget Bureau, and on August 11 Acting Budget Director Bell submitted statements requested by him from the agency heads most affected by the act (Bell to McIntyre, Aug. 11, 1937, Budget Bureau Enrolled Bills). Acting Secretary of Agriculture Wilson, in his letter to Bell of Aug. 6, 1937, said that the resolution would aid his agency in carrying out its responsibilities for flood control surveys as authorized by the act of June 22, 1936. He was aware, however, that the proposed law might not be in accord with the President's general program. Ickes, writing August 9 as head of the National Resources Committee, and August 10 as Secretary of Interior, urged disapproval for reasons essentially those stated in the memorandum sent by him to Roosevelt on Aug. 4, 1937 *(post*, 660). Secretary of War Woodring, writing Aug. 10, 1937, said that the War Department had not objected to the resolution in its original form. As amended, however, the War Department would be required to evaluate flood control projects for hydroelectric development and other conservation purposes, and would "call for plans for all works necessary for an effective soil and water conservation *[sic]* for all rivers and their watersheds." He considered such an extension of responsibilities more appropriately assumed by the Federal Power Commission and the Agriculture and Interior Departments and he therefore recommended disapproval.

Acting Federal Power Commissioner Draper, in his letter of Aug. 6, 1937, recommended neither approval nor disapproval but pointed out that the resolution would transfer to the War Department functions hitherto exercised by the Power Commission. Draper said that it was apparent that the "underlying purpose" of the measure was "to confer upon the War Department the broad planning functions which, under other legislation now pending . . . would be conferred upon newly created regional conservation or power authorities." This view was openly expressed in the House debate; for example, Chairman Whittington of the House Committee on Flood Control said,

"We hear much about planning and planning agencies. Much of the planning and many of the agencies would be duplications . . . The establishment of additional agencies for flood control would result in delay." *(Cong. Rec.,* 81:7, 7831). (Cf. Maass, *Muddy Waters,* pp. 87-93.) On the basis of the reports, Bell recommended that the resolution be disapproved.

656 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *August 2, 1937*

MY DEAR MR. SECRETARY: I am approving, with some reluctance, the enrolled bill S. 2086, "To authorize the construction of a Federal reclamation project to furnish a water supply for the lands of the Arch Hurley Conservancy District in New Mexico."[1]

The necessity for, or desirability of, this legislation is not apparent in view of the statement in the letter of Acting Secretary West which accompanied the enrolled bill, that: "The plans so far made entail a total cost of $8,278,000, or $184 per acre, which under present Reclamation laws would render the project infeasible. However, by a revision of plans or by some other means, the repayment of the investment may become possible."

It seems to me that a determination of the feasibility of the project and of the probability of its repayment of construction costs, through the use of funds that are available to the Bureau of Reclamation for such investigations of proposed Reclamation projects, should have been a prerequisite to the consideration of legislation authorizing the construction of the project.

I am persuaded, however, to approve this bill only because of the provision which it contains forbidding the initiation of construction work on the project unless and until you are able to make a finding, under Subsection B of Section 4 of the Act of December 5, 1924, that the project is economically feasible and will in all probability return its construction cost.

In view of the fact that the Reclamation Fund will be exhausted by the end of the present fiscal year and that its income for the next few years will be no more than enough to provide for the projects now under construction, I shall not be disposed to hereafter submit an estimate of appropriation for beginning the construction of the project covered by the enrolled bill until I am thoroughly satisfied that this project is feasible and will repay the cost of its construction.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

FJB/ABP[2]
[Notation: AS] DWB

[13:OF 402:CT]

[1]Act approved Aug. 2, 1937 (50 *Stat.* 557).

[2]Drafted in the Budget Bureau, presumably by Frederick J. Bailey, chief of the Division of Research and Investigation.

657 VERNON G. DAVIS, SPEAKER OF THE ARIZONA HOUSE OF REPRESENTATIVES, TO ROOSEVELT

PHOENIX, ARIZONA, *August 3, 1937*

[Telegram] HONORABLE SIR: The following Memorial was unanimously passed by the Legislature of the State of Arizona:

A House Memorial Protesting Against the Proposed Withdrawal of Land in Southwest Arizona as Game Refuge

The Secretary of the Interior, and The Chief of the Bureau of Biological Survey of the United States of America:

Your Memorialist respectfully represents: The total area of land within the State of Arizona is 72,838,400 acres. Of this area Indian reservations occupy 19,566,339 acres. National forests 11,203,438 acres. National Parks and monuments 671,610 acres. Military reservations 73,008 acres. The Public Domain consists of something less than thirteen million acres. Two-thirds of the State's area is controlled by Federal bureaus; less than one-fourth is subject to taxation. It is understood that the Bureau of Biological Survey has requested the Department of the Interior to have withdrawn from entry two large bodies of land in the southwestern portion of the State, totalling approximately 3,400,000 acres for the use and propagation of mountain sheep and goats and as game refuges. A large portion of the area which it is proposed to have placed in these two game refuges is grazing land and being used by local stockmen, while other portions thereof will soon be irrigated by water from the Colorado River under the Gila project. These proposed withdrawals if made will work undue hardships on the users of said lands especially those persons engaged in the livestock business, which is one of the biggest industries of the State and will also greatly retard the development of the State, and in large measure prevent these lands from being developed and improved and placed upon the tax rolls. It is overwhelmingly the public sentiment of the people of Arizona that these proposed game refuges be not established.

Wherefore, your Memorialist, the House of Representatives of the State of Arizona, urgently requests that the proposed withdrawal of public lands in southwestern Arizona for the purposes above stated be not made.[1]

VERNON G. DAVIS

[13:OF 633:T]

[1]Answered *post*, 672.

658 ROOSEVELT TO ALBERT Z. GRAY, Locust Valley, New York

WASHINGTON, *August 4, 1937*

DEAR MR. GAY: I am glad you took the time to write me as you did in your letter of July 8, relative to Senate Bill 2681, introduced by Senator Adams, to authorize the construction of the Colorado-Big Thompson project.[1] A companion bill has also been introduced in the House but has not yet passed. The Interior Department Appropriation Bill carries an item for commencing the construction of this project.

You may care to read a synopsis of the Bureau of Reclamation's report, which has been printed as Senate Document No. 80, a copy of which I enclose.[2]

Please be assured that I share your appreciation of the national park policy and will not by

any Presidential act even remotely jeopardize this national policy declared in 1916.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 402:CT]

[1]Gray opposed the project because he said he understood it would drain the lakes and springs within Rocky Mountain National Park (OF 402).

[2]*Colorado-Big Thompson Project, Synopsis of Report on Colorado-Big Thompson Project Plan of Development and Cost Estimate* . . . S. Doc. 80, 75th Cong., 1st sess. (Washington, 1937).

[3]S. 2681 was approved by the Senate without debate on June 24, 1937 *(Cong. Rec.,* 75th Cong., 1st sess., 81:6, 5953, 6016, 6294-6295). The House Irrigation and Reclamation Committee held hearings on the Senate bill and made a report but the House took no further action. Senate backers of the Big Thompson project then added an amendment to the pending Interior Department appropriation bill which appropriated $900,000 to proceed with construction. The House conference committee refused to agree to this amendment and the measure came before the House for debate.

Opponents of the project said the park scenery would be harmed; debris from the tunnel borings would he an eyesore; lake levels would be affected; power lines, canals and other installations would line the approach roads. Representative Dirksen (Ill.) said the contemplated invasion of the park would establish a precedent: next would come demands to open the park for mining and grazing and for the building of railroads and air fields; in the years to come posterity would lament the lack of vision that had permitted the spoliation. He pointed out that the hearings had shown that alternate routes for the tunnel outside the park were available. Representative Zimmerman (Mo.) voiced the general reaction of the western members when he said that the only opposition to the bill came from "certain organizations throughout the country that wanted to act as godfathers for the people of Colorado, and other Western States in looking after our natural parks" *(ibid.,* 81:7, 7408-7429). The amendment was approved by the House July 22 by a vote of 174 to 154 with 103 not voting, and became law with the signing of the Interior Department appropriation bill on Aug. 9, 1937 (50 *Stat. 595).*

659 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *August 4, 1937*

MY DEAR MR. PRESIDENT: I thought you might be interested in this memorandum with reference to House Joint Resolution No. 175, which has been prepared by the Water Resources Committee of the National Resources Committee, by direction of Dr. Merriam.

Sincerely yours,

HAROLD L. ICKES

[Notation: A] S. J. Res. 57 passed in lieu
[13:BUDGET BUREAU ENROLLED BILLS:TS]

660 *[Enclosure]*

MEMORANDUM RE HOUSE JOINT RESOLUTION 175 AND SENATE JOINT RESOLUTION 57: This joint resolution, if approved by the President, would authorize a national water-planning program which would be carried out independent of much planning work already in progress by Federal agencies other than the War Department, and by state and local agencies now actively concerned with water-resources plans. The effect of the

resolution would be to centralize in the War Department a water-planning function which now is and should continue to be distributed among many Federal agencies. It would result in a single, static plan presented to Congress without provision for continuing revision on a regional basis in the light of changing national policy. For these reasons it would establish a system directly contrary to the program of integrated regional planning outlined by the President in his message of June 3, 1937.

A national water plan was requested by the President during the early part of 1938 and was submitted by the National Resources Committee in December, 1936. It was intended to set forth the major problems of water resources use, broad programs for the development of water resources, and specific construction and investigation projects consistent with the broad program. It resulted from the cooperative studies of all Federal, state, and local agencies concerned. It was directed at an integration of the multiple aspects of water use and control, and recognized that flood-control in a given drainage area should not be considered independently of hydroelectric power, navigation, irrigation, pollution abatement, municipal water supply, recreation, and wildlife conservation. In this respect, the plan carries forward for the first time on a national scale, the plans for smaller areas or for restricted problems prepared by the Corps of Engineers, the President's Committee on Water Flow, the Mississippi Valley Committee, the Great Plains Committee and other groups.

The resolution, as passed by the Senate originally, was intended to provide Congress with a comprehensive statement on flood-control projects in major drainage areas. Such a statement is needed as an aid in the consideration of individual projects. However, as the recent experience with the Ohio-Lower Mississippi comprehensive flood-control plan has shown so forcefully, strictly flood-control plans are of little value unless integrated with larger programs for use and control of water for other purposes. The House amendments extended the authority to include "provisions for . . . utilization of water resources through the building of power dams or a combination of power, reclamation, conservation, and flood-control dams, and all work necessary for an effective soil and water conservation." Therefore the amendments were in the right direction, but along lines which are unsatisfactory for the following reasons:

1. The planning of wise use and control of water resources and related land resources is distributed by law among numerous agencies not included in the resolution. The Federal Power Commission, the U. S. Public Health Service, the International Boundary Commission, the Tennessee Valley Authority are among the more important ones. Moreover, several bureaus within the Department of Agriculture are concerned with water utilization from standpoints other than run-off retardation and erosion control. Although all of these agencies are actively engaged in water-planning work, they would not have a formal part in preparing plans under the joint resolution. The current controversy between the War Department and the Federal Power Commission over hydroelectric and flood-control development on the Connecticut and Merrimack Rivers illustrates the difficulties which might be expected to result from the procedure outlined in the resolution. It should be noted that the resolution does not indicate clearly whether or not the War Department and Department of Agriculture reports would be integrated.

2. In preparing the report on "Drainage Basin Problems and Programs" (the national water plan) at the direction of the President last year, all interested state agencies as well as Federal agencies were brought into the work. For example, state sanitary engineers and conservation commissioners submitted proposals through the state planning boards. Water-planning activities were initiated in most states as a result of that first national survey. Continued cooperation with those state and local groups in the planning of developments which affect those groups primarily is to be desired. Such cooperation is not authorized or directed in the joint resolution.

3. In his message of June 3, 1937, the President outlined a program for planning of national resources on a regional basis. The essential features were a group of regional planning bodies which were to be integrated through a national planning board and the Bureau of the Budget. If the joint resolution were to be approved in its present form, the authority for such planning would in effect be delegated to the Secretary of War. He would report directly to Congress. The planning would not be organized on a regional basis. It would not "start at the bottom" with the state and local groups as suggested by the President. The results would not necessarily be coordinated with the work of more than a few other agencies. There would be no provision for revision and checking the program in the light of national budgetary considerations and of national planning policies. Once authorized, this new planning venture would be used as an argument against the regional organization proposed by the President.

The joint resolution would substitute a new water-planning structure for that which was developed during 1935. In so doing, it would ignore certain interested Federal agencies, it would eliminate the present joint State-Federal planning relationships, and it would establish an organization contrary in structure to that proposed by the President in his message on regional planning.

In view of these considerations, it would seem that if the President wishes to develop the program outlined in that message, the joint resolution should not be approved.

G. F. WHITE[1]

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]Gilbert F. White, a geographer specializing in conservation problems, from 1946 to 1955 president of Haverford College.

661 ROOSEVELT TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *August 5, 1937*

MEMORANDUM FOR THE ACTING DIRECTOR OF THE BUDGET: Please prepare veto message after consultation with Interior, Agriculture, War Department and National Resources Committee.

F.D.R.

[Notation: T] Let. from Secy. Ickes 8/4/37, with memo. re H. J. Res. 175 and S. J. Res. 57.

[13:OF 132:CT]

662 REPRESENTATIVE JOHN L. MCCLELLAN OF ARKANSAS TO ROOSEVELT

WASHINGTON, D. C., *August 11, 1937*

MY DEAR MR. PRESIDENT: At the suggestion of Honorable Daniel W. Bell, Acting Director, Bureau of the Budget, I am writing this as a memorandum in support of SJR 57, which now awaits Executive approval.

I have just returned from my home in Arkansas, and am much surprised to learn that any opposition had been expressed to this bill. It passed both the House and Senate without a

dissenting vote.

From the best information I have been able to obtain since my return, it seems some are apprehensive that undue authority is given to the Army Engineers in connection with hydro-electric development, and that objection is directed to this provision: "and (the report) shall set forth the values of such projects for hydroelectric development and other conservation purposes."

The original bill did not contain this and other provisions that were incorporated by the House Committee amendments, but these amendments to the bill regarding hydro-electric power were incorporated at the instance of members on the Committee and other members of the House who expressed an opinion that no dams should be constructed for flood control purposes with disregard to their availability and the possibility of their utilization for power development. To satisfy those who are favorable to the development of our power resources, the power provision was incorporated in this resolution by the House Flood Control Committee.

It must be borne in mind that this resolution authorizes and directs nothing that will be binding on the Congress. When the report or reports called for by the resolution have been prepared and submitted, they will be in effect, if the letter and spirit of the bill are followed, a recommendation for a comprehensive flood control plan, national in scope, and covering all of the major streams of the Nation, and in addition there will be pointed out incidental values and benefits that may accrue by reason of the construction of such projects. If the Congress cares to, it may from time to time by further legislation authorize and appropriate money for the construction of any project that may have been so recommended. It could enact legislation authorizing the construction of all or any part. It is my thought that a comprehensive report of this character will be very valuable in the study of this problem as we undertake to find an adequate solution in future legislation.

It can do no harm, but rather, will be an aid to the Administration's program of creating a number of authorities for the different drainage basins. Such authorities in formulating their plans and the National Resources Board in formulating its plans may well avail themselves of such information and recommendations as the War Department may submit in this report, or reports, pursuant to the direction and authority contained in this resolution.

It is positively not the intention of this act to place any new authority over power legislation with the Army Engineers other than it shall be their duty in their reports to point out, where a dam is recommended for flood control purposes, whether in their opinion it has any value or possibilities as a power project in addition to the purposes it will serve in connection with the control of floods.

I especially wish to respectfully call your attention to our conference regarding this resolution on the 15th of June. At that time the Flood Control Committee of the House had reported favorably HJR 175 with amendments, but which as originally introduced was identical with SJR 57. On June 10 I had written you, calling your attention to HJR 175 and SJR 57, and among other things, I stated: "Before proceeding further in an effort to obtain passage, I should like to have you consider the merits of the proposal, and if you feel it does not seriously conflict with the program you have recommended, I would be pleased to have you give it your approval, or, at least, advise there is no objection to its enactment," and requested an opportunity to discuss the measure with you at your convenience. On June 15, when you extended me the courtesy of a conference, after discussion, you assured me that you had no objection to the measure and that you preferred the House bill with the Committee amendments rather than SJR 57, which had passed the Senate and which was identical with HJR 175 in its original form. Therefore, bearing in mind your preference and after you

advised you had no objections, I proceeded to obtain favorable action in the House on HJR 175, and then called up SJR 57 and amended it by inserting the House bill after the enacting clause. The Senate thereafter promptly concurred in the House amendments.

After you had advised me that you had no objection to this legislation, I asked if I might have the liberty to so state, and you replied in the affirmative. The press in my state has carried a number of articles regarding this measure, and one to the effect that after my conference with you, I stated that you had assured me you had no objection to its enactment. Since its passage I have received many congratulatory messages from my constituents and others in the State of Arkansas.

I sincerely hope you will not veto this bill. It is good legislation, sound and wise from every viewpoint. I trust you will let it become a law.

Sincerely yours,

JOHN L. MCCLELLAN

[13:OF 132:TS]

663 ROOSEVELT TO FREDERIC A. DELANO, VICE CHAIRMAN NATIONAL RESOURCES COMMITTEE

[WASHINGTON] *August 12, 1937*

DEAR UNCLE FRED: Jimmy has shown me your letter.[1] It is a joint Resolution; it is on my desk, and I am going to veto it!

You will hear from me in a day or so in regard to a committee to be formed to bring in a comprehensive plan by January.

Affectionately,

[FRANKLIN D. ROOSEVELT]

[13:OF 132:CT]

[1]*Ante,* 655.

664 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT[1]

[WASHINGTON] *8/12 [1937]*

MR. MCINTYRE: Here is draft of memo, the President wanted in connection with S. 57. Will you put in day and hour.

DWB

[Notation: AS] How soon do you want to have this conference?

MHM

[13:OF 132:AS]

[1]McIntyre's title was changed from Assistant Secretary to the President to Secretary to the President on July 1, 1937.

665 *[Enclosure]* DRAFT MEMORANDUM, ROOSEVELT TO THE SECRETARY OF WAR AND OTHERS

WASHINGTON

TO—THE SECRETARY OF WAR, THE SECRETARY OF THE INTERIOR, THE SECRETARY or AGRICULTURE, THE SECRETARY OF THE TREASURY, THE ACTING DIRECTOR OF THE BUDGET: Will you be good enough to come to my office at on , for the purpose of discussing with me a plan that I have in mind for the creation of a committee, upon which you would serve, to make a comprehensive study of, and develop a program for, the conservation and utilization of the water resources of all our watersheds from the tops of the watersheds to the ocean.

It would be my purpose to have this committee bring to me a complete program of water conservation and utilization for the next several years, in time for the inclusion in the 1939 Budget to be submitted to the Congress early in January, of the items for the first year of such a program. These items would form a part of the total estimate of appropriation of not to exceed $500,000,000 for all kinds of public works that would be included in the 1939 Budget.

It is suggested that you have representatives of the following agencies under your supervision accompany you to this conference: Corps of Engineers, United States Army; Reclamation Service; Public Land Agencies; Forest Service; Soil Conservation Service; National Resources Committee, and Procurement Division of the Treasury Department.[1]

[13:OF 132:CT]

[1]An attached memorandum, Roosevelt to Bell, Aug. 22, 1937, reads, "Will you speak to me about this?" No further reference to the proposed conference has been found.

666 ROOSEVELT TO THE SENATE

THE WHITE HOUSE, *August 13, 1937*

TO THE SENATE: I return herewith without my approval, Senate Joint Resolution No. 57, entitled "Joint Resolution to authorize the submission to Congress of a comprehensive national plan for the prevention and control of floods of all the major rivers of the United States, development of hydroelectric power resources, water and soil conservation, and for other purposes."

In my message of June 3, 1937, I proposed for the consideration of Congress, a thoroughly democratic process of national planning of the conservation and utilization of the water, and related land, resources of our country. I expressed the belief that such a process of national planning should start at the bottom through the initiation of planning work in the State and local units, and that it should contemplate the formulation of programs on a regional basis, the integration of fiscal and conservation policies on a national basis, and the submission of a comprehensive development program to the Congress by the President.

The reverse of such a process of national planning is prescribed in Senate Joint Resolution No. 57. By this resolution the War Department would become the national planning agency, not alone for flood control, but for all the other multiple uses of water. Although the Department of Agriculture would prepare reports on runoff retardation and soil erosion prevention, and the Department of the Interior be consulted on reclamation projects, the War Department would report for these coordinate agencies directly to Congress instead of to the Chief Executive. The local and regional basis of planning would be ignored, and there would be no review of the whole program, prior to its presentation to Congress, from the standpoints of national budgetary considerations and national conservation policies.

The corps of Army Engineers has had wide experience in the building of flood control projects and has executed the projects entrusted to it with great skill and ability. Its experience and background is not alone sufficient, however, for the planning of a comprehensive program for the development of the vast water and related resources of the Nation.

The planning of the use and control of water and related resources is distributed by law among numerous governmental agencies, such as the Departments of Agriculture and Interior, the Federal Power Commission, the United States Public Health Service, the International Boundary Commission, and the Tennessee Valley Authority. The Joint Resolution encroaches upon the functions of these agencies, and ignores and duplicates the coordinated planning work already in progress under the general guidance of the National Resources Committee.

I find it impossible to subscribe, therefore, to the proposal that has been embodied in this Joint Resolution.

This does not mean, however, that the objective of this Joint Resolution cannot be attained without the need of any legislation whatsoever. I propose to present to the Congress in January a comprehensive national plan for flood control and prevention and the development of water and soil conservation, such plan to be prepared by all of the many Government agencies concerned.

I trust that this will meet all of the desires of the Congress.[1]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES: M]

[1](Drafted by the Budget Bureau.) Read in the Senate Aug. 13, 1937, this message was referred to the Committee on Commerce *(Cong. Rec.,* 75th Cong., 1st sess., 81:8, 8823).

667 ROOSEVELT TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

WASHINGTON, *August 17, 1937*

MEMORANDUM FOR MAC: Will you prepare a nice letter to Congressman McClellan explaining why I vetoed his Bill?[1]

F.D.R.

[13:OF 132:T]

[1]See *post*, 674.

668 STEPHEN T. EARLY, SECRETARY TO THE PRESIDENT, TO ROOSEVELT

WASHINGTON, *August 17, 1937*

MEMORANDUM FOR THE PRESIDENT: According to Secretary Wallace, you promised the Wild Life Committee to issue, *this week,* a Proclamation designating a week in which the importance to the nation of wild life preservation is to be given emphasis.

Please edit the attached, and I will circulate it for the approval of the various Departments. I can't do this without your approval first.

S.E.

[Notation: A] STE I don't think I promised it for this week—Please check

[Notation: AS] Both Secretary Wallace and Senator Pittman say the President is correct in this—no promise was made that the Proclamation would be issued this week. My information came from Henry P. Davis, Secretary, Am. Wildlife Institute. W. D. H.[1]

[13:OF 378:TS]

[1]William D. Hassett, at this time special assistant to Early. The proclamation was issued Feb. 15, 1938, *post*, 745.

669 S. B. LOCKE, CONSERVATION DIRECTOR, IZAAK WALTON LEAGUE OF AMERICA, TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

CHICAGO, ILLINOIS, *August 18, 1937, 10:22 p. m.*

[Telegram] M. H. MCINTYRE: Acceptance in the House of water pollution Act HR—2711[1] as amended by Senate by agreement between Senators Lonergan and Barkley will give the Administration opportunity to claim real progress in field of pollution control as a contribution to public health and economic welfare of the country. Am informed Representative Vinson favors amended bill but Mansfield who gave original bill strong support somewhat doubtful about amendments. If the President could indicate his approval of amended bill to Congressmen Vinson and Mansfield it would be of great service and a real contribution to public welfare. Your personal assistance greatly appreciated.

S. B. LOCKE

[13:OF 114—A:T]

[1]The Vinson Water Pollution Bill.

670 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *Aug. 19, 1937*

MEMORANDUM FOR THE PRESIDENT: I believe that the only matters which have been eliminated in the Third Deficiency Bill as it passed the House that you would be interested in

talking to Senator Adams about are the following:

Department of Agriculture: Farm Forestation and Woodland Management, Salaries and Expenses—We submitted an estimate of $1,000,000 which has been eliminated. This, you will recall, is the shelter belt project. The House Committee took the view that there is available from emergency funds for the fiscal year 1938 the sum of $700,000, which should be sufficient to last until the end of the fiscal year and that it would then be a proper item for inclusion in the 1939 Budget. Congressman Ferguson attempted to get the bill amended on the floor of the House for half of the estimate submitted but was unsuccessful. I understand that Agriculture is asking the Senate Appropriations Committee to restore this. . .[1]

D. W. BELL

[13:OF 79:TS]

[1]Representative Woodrum (Va.) opposed Ferguson's amendment on the ground that no emergency or deficiency was involved and that the matter should go to the regular subcommittee on agricultural appropriations *(Cong. Rec.*, 75th Cong., 1st sess., 81:8, 9170-9171). The Shelterbelt (from 1937 on the Forest Service called it the "Prairie States Forestry Project") was carried on by the Forest Service with emergency funds from the Works Progress Administration.

671 ROOSEVELT TO HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE

WASHINGTON, *August 20, 1937*

MY DEAR MR. ICKES: In order to implement my message to Congress withholding approval of Senate Joint Resolution No. 57,[1] I am hereby requesting the National Resources Committee to proceed with its review and revision of the report on Drainage Basin Problems and Programs. It is my hope that the Committee will be prepared to present to me in January 1938 a comprehensive national plan for flood control and prevention and the development of water and soil conservation.

In undertaking this revision it is understood that the Committee will cooperate with and have the benefit of the activities of all the government agencies concerned. In addition, the reviews of state and local agencies interested in these problems should be carefully canvassed in connection with the preparation of the revised program.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: STAMPED] (Sgd) Ickes Draft reply sent to the White House for signature Aug 20 1937[2]

[13:OF 132:CT]

[1]*Ante,* 666.

[2]Drafted by the National Resources Committee.

672 ROOSEVELT TO VERNON G. DAVIS, SPEAKER OF THE ARIZONA HOUSE OF REPRESENTATIVES, Phoenix

[WASHINGTON] *August 21, 1937*

MY DEAR MR. SPEAKER: I have received your telegram of August third, regarding the protest of the Legislature of the State of Arizona against the withdrawal of certain areas in the southwestern part of that State for use by the Department of Agriculture as game refuges.

The Secretary of the Interior informs me that in lieu of game refuges the present proposal of the Department of Agriculture is to place the area in that part of the State which is to be included in a grazing district also under game range administration in order that the grazing of the domestic livestock and game therein may be regulated and adjusted.

He also informs me that this proposal has his approval insofar as it does not conflict with the plans of his Department for the development of the Colorado River and Gila Valley reclamation projects and that no action is proposed until consideration has been given all the facts and the objections of interested persons.

It appears that in areas in other States in which the same problem is involved, the form of dual administration contemplated is satisfactory to the stockmen and affords adequate protection to the game.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 633:CT]

[1](Drafted by the Interior Department.) The Arizona-Colorado River Commission, Phoenix, Arizona, also protested the proposed withdrawal of lands in a telegram to Roosevelt of Aug. 3, 1937, and received the same reply, dated Sept. 3, 1937 (OF 633).

673 ROOSEVELT TO HARRY L. HOPKINS, WORKS PROGRESS ADMINISTRATOR

WASHINGTON, *August 21, 1937*

MEMORANDUM FOR HON. HARRY L. HOPKINS: Will you please tell all of your Regional Directors that as a matter of administration policy no further WPA projects will be approved for improving or repairing or adding to sewers which dump into any creek or river?

On the other side of it, we will encourage projects for the building of sewage disposal plants.

The same order has gone out to the PWA Administrator.

This is of the utmost importance.

F.D.R.

[13:OF 444—C:CT]

674 ROOSEVELT TO REPRESENTATIVE JOHN L. MCCLELLAN OF ARKANSAS

[WASHINGTON] *August 21, 1937*

MY DEAR CONGRESSMAN: This is the first opportunity I have had for a personal reply to your letter to me of August eleventh with respect to S. J. R. 57.

In my veto message I outlined fully my reasons for disapproving the Bill. I just want you to know that I read your letter very carefully and gave much consideration to this measure.

Confidentially, however, the objectives of this measure will be carried out anyhow and will be an important part of the complete report of the whole subject of flood control. The survey, of course, will be made by the Corps of Engineers and simultaneously, conservation, reforestation and the other factors entering into the problem will also be available.

Some time when we both have a little more leisure, I will be very glad to talk over this subject with you.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

MHM/TMB
[13:OF 132:CT]

[1](Drafted by McIntyre.) McClellan wrote again on Dec. 6, 1937 (OF 132), asking for an appointment to discuss future flood control legislation. He saw the President on Jan. 14, 1938 (PPF I—O).

675 ROBERT FECHNER, DIRECTOR, CIVILIAN CONSERVATION CORPS, TO ROOSEVELT

WASHINGTON, D.C., *August 21, 1937*

DEAR MR. PRESIDENT: On July 28, 1937 you sent a memorandum to this office in connection with Executive Order No. 7677—A, July 26, 1937, which you had just signed. In this memorandum you made the following statement:

> While it is legal to undertake projects on land belonging in private ownership, I think it is a great mistake to do any more of this than we can possibly help. There are some cases where the cutting of firebreaks, for example, the privately owned forest lands, will safeguard publicly owned lands against fire, but it is difficult to say to one private owner "We will work on your land" and to his neighbor say "We will not work on your land."

I have discussed the contents of this paragraph with the several technical agencies of the Federal Government cooperating in Civilian Conservation Corps work and each of them assures me that they will be guided by the policy that you suggest.

There are some phases of this situation, however, which I feel I should bring to your attention. Under the work program for the Tenth Period beginning October 1, 1937 we will have 113 CCC camps operating primarily on privately owned forest lands. These camps are engaged in the construction of firebreaks, truck trails, telephone lines, lookouts and administrative facilities designed to protect the privately owned forests from ravages of fire, insects, and disease. The basic authorization for this activity is contained in the Act of June 7, 1924 which provides that the Federal Government may reimburse states for monies expended by the states or by private landowners under state supervision in a statewide system of forest protection.[1] In no case, however, can the Federal Government exceed fifty percent of the total expenditure made by the states and private landowners. All states which have extensive acreage of forest lands now have forest protection systems supported wholly or in part through state appropriations.

As a general statement, all the states from the District of Columbia north, and west to the Great Plains region support and finance protective systems wholly through the appropriations of state money raised through ad valorem taxes. In the far West, and in most of the Southern states the state appropriations are supplemented by funds contributed through associations of forest landowners. In all of these states, the state organization either handles directly the protective work, or supervises the protection work done by forest protection associations. In no case has any state or federal appropriation, to my knowledge, been used for the single purpose of protecting lands of any individual or corporation.

There must always be a state-wide or at least a community-wide protection system to which landowners in the West and South contribute through payment of monies to the treasurer of an association. All work done on land belonging to any private owner is, therefore, for the purpose of carrying out state or community-wide protection plans. For example, a road, telephone lines, or lookout structures on any owner's land may or may not be of more value to that landowner than it is to his neighbors.

The majority of the states have recognized the protection of forests as a public responsibility —financing and going about the job in much the same way as municipalities finance and go about the job of fire protection in cities. It is impossible for individual landowners to protect their forests against the ravages of fire, insects, and disease excepting through state-wide or community-wide cooperative systems. I am informed that no less than 75% of the forest lands that are important to the Nation in watershed protection, timber production and public recreation are privately-owned.

A small part of our work has to do with the rehabilitation and to a limited extent the reconstruction of drainage systems. During the Tenth Period of work beginning October 1 we will have 41 CCC camps engaged in this type of work. All of these camps are located in some of the most valuable agricultural lands in this Nation. Partly on account of the depression in agricultural prices, and partly because of a lack of adequate maintenance programs, a very large part of these drainage ditches have become largely or wholly inoperative. Land owners claim that these drainage systems are quasi-public organizations in many of the states that have given them a legal status conferring the authority to levy assessments or taxes and to force their collection to provide for maintenance.

As stated above, however, it has been impossible to maintain most of these drainage systems during recent years. There is also a lack of understanding about the best or the most economical methods of carrying on maintenance work necessary on these ditches. Under the supervision of the Bureau of Agricultural Engineering, we are attempting to devise methods and machinery that will reduce the cost of maintenance work on drainage ditch systems to a figure that can be met by the landowner. On this type of work, as is the case in forest protection, no one owner could maintain his drainage system separately. It has to be a combined effort. The work benefits each landowner individually, although not necessarily in proportion to the amount of work done on his particular land.

The other large activity in which CCC camps engage on private property is in connection with soil erosion. In the Tenth Period of work beginning October 1, 1937, 374 CCC camps will engage in soil control work under the supervision of the Soil Conservation Service. Every one of these camps will operate on privately owned lands for demonstrating methods of erosion control. A definite effort is being made to establish a system whereby all CCC camps engaged in work of this character will be working in cooperation with local erosion control associations. Here, too, there is a lack of understanding on the part of landowners and tenant farmers as to how soil erosion can be prevented. The Soil Conservation Service is using every effort to get the private landowner to make as large a contribution as possible toward the cost of CCC work on his land. All of the valuable agricultural land of the country

is in private ownership and wastage of soils is probably the biggest loss that is occurring in the natural resources of the country. There is no way to demonstrate proper methods of farming to save soils excepting that it be done on privately-owned lands.

There appears to be no doubt that private landowners appreciate the work that the Federal Government is doing to assist in the proper use and protection of privately owned land. I hope our program will meet with your approval.[2]

Sincerely yours,

ROBT. FECHNER

[13:OF 268:TS]

[1]The Clarke-McNary Act.

[2]Answered *post*, 681.

676 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *August 21, 1937*

MEMORANDUM TO THE PRESIDENT: I am taking the liberty of sending you a prepared veto message on S. 2863, which has passed both Houses before the report of the Department could be presented to the committee. The Acting Director of the Budget advises that the proposed legislation would not be in accord with your program at the present time. Further than this, it affects the activities of the Department of the Interior so materially that I feel it would be unwise to allow the bill to become a law. So far as I know, there were no hearings either by committees of the Senate or the House. It may be possible that through a joint resolution the bill may be recalled and referred back to committee. I understand an effort to this end is being made this afternoon.

HAROLD L. ICKES

[13:BUDGET BUREAU ENROLLED BILLS:TS]

677 *[Enclosure]* DRAFT BY ICKES OF A PROPOSED VETO MESSAGE

TO THE SENATE: I return herewith, without my approval, S. 2863, a bill to promote conservation in the arid and semiarid areas of the United States by aiding in the development of facilities for water storage and utilization.

The bill provides for conservation of water resources in the arid and semiarid areas of the United States, resulting from inadequate facilities for water storage. It directs the Secretary of Agriculture to formulate and keep current a program of construction and maintenance projects, to construct and to sell or lease these projects with or without a money consideration, and to carry out certain other operations in connection with the construction program.

I am heartily in accord with the principle of conservation set forth in the bill, but the work directed to be done therein is already being accomplished by suitable agencies. The National Resources Committee, of which the Secretary of the Interior is the chairman, has completed a study of the water resources of the entire United States and formulated plans for an integrated

program of construction in all the drainage basins. This program is currently revised as conditions indicate.

The construction of facilities and the conducting of investigations concerned with water resources in the arid and semiarid region of the United States are already being undertaken, among others, by the Bureau of Reclamation, National Park Service, and Office of Indian Affairs. The Bureau of Reclamation in particular, has been the leader in the conservation of water resources and has an excellent organization for continuing this work.

The bill covers a wide field of activity in the conservation and utilization of the water resources of the nation, and as stated in the last two paragraphs of my Message to Congress of August 13, vetoing Senate Joint Resolution No. 57, in which I indicate that I propose to present to Congress in January a comprehensive national plan for flood control and prevention and for the development of water and soil conservation, it is my view that water and soil conservation plans should await the formulation of such comprehensive policy.

The bill is disapproved on account of its conflict with the present program for the development of water conservation under the jurisdiction of the Interior Department, and on account also of the expected formulation in January of a comprehensive national flood control policy, with which S. 2863 might possibly be in conflict.

Sincerely yours,

[13:BUDGET BUREAU ENROLLED BILLS:T]

678 ROOSEVELT TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, HARRY L. HOPKINS, WORKS PROGRESS ADMINISTRATOR, AND HENRY MORGENTHAU, JR., SECRETARY OF THE TREASURY

[WASHINGTON] *August 22, 1937*

MEMORANDUM . . . Sometime ago we discussed initiating a project to survey all Government buildings, etc., throughout the United States in relation to water pollution in respect to water supply and sewage. I understand a survey of this kind was made for New York City and Detroit.

What is the result?

Should this kind of study be extended?

I want to write Congressman John D. Dingell about it.[1]

F.D.R.

ILP
[13:OF 114—A:CT]

[1]No letter on the topic mentioned has been found although Roosevelt had been corresponding with Dingell, who was from Detroit, on a Public Works Administration sewage disposal project for Wayne County, Michigan (OF 1788).

679 ROOSEVELT TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

WASHINGTON, *August 23, 1937*

MEMO FOR MAC: Tell him that we have already initiated a Federal policy against stream pollution by refusing to approve PWA projects for sewers that dump into rivers or bays, with the exception of the Mississippi River, which is a problem all by itself.[1]

F.D.R.

[13:OF 114—A:T]

[1]Roosevelt referred to Locke's telegram of Aug. 18, 1937, *ante,* 669. McIntyre wrote to Locke as directed Aug. 25, 1937 (OF 114—A).

680 ROOSEVELT TO REPRESENTATIVE A. WILLIS ROBERTSON OF VIRGINIA, CHAIRMAN, HOUSE SELECT COMMITTEE ON CONSERVATION OF WILDLIFE RESOURCES

[WASHINGTON] *August 23, 1937*

MY DEAR MR. ROBERTSON: I have received your letter of August fifth, in reference to the bag limit for sora.[1]

A decrease in the bag and possession limit on sora was justified due to the fact that these birds are strictly migratory and become abundant only in a few restricted areas during their migration. It was determined that the previous bag limit of 25 is more than the species can bear with any hope of perpetuating the sport of sora shooting throughout the range of the bird in the United States. As you realize it has been necessary from time to time to reduce the bag limit on waterfowl, the reasons for which are as familiar to you as to any one else in the country. I am sure you will find that the Department of Agriculture is not alone in its appraisal of the situation with reference to the sora. I have reason to know that such sportsmen, well known to you, as former Senator F. C. Walcott, Dr. George Bird Grinnell and Mr. Thomas H. Beck share the Department's apprehension for the future sport of sora shooting.

The Federal bag limits are as liberal on all species of migratory game birds as their present status will admit and I feel, in view of the widespread sentiment throughout the country that shooting of all migratory game birds should be prohibited, at least for a year or so, that the real sportsmen should be willing to accept with good grace reasonable limitations on their hunting.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 378:CT]

[1]Robertson protested the reduction of the bag limit on sora, a bird he described as "delicious to eat" but "not much larger than an English Sparrow" (OF 378).

[2]Drafted by the Agriculture Department.

681 ROOSEVELT TO ROBERT FECHNER, DIRECTOR, CIVILIAN

CONSERVATION CORPS

WASHINGTON, *August 24, 1937*

MEMORANDUM FOR HON. ROBERT FECHNER: I have your letter of August twenty-first in regard to work on private land. Your program meets with my approval.

F.D.R.

[13:OF 268:CT]

682 STATEMENT BY ROOSEVELT ON SIGNING THE 1937 RIVERS AND HARBORS BILL

THE WHITE HOUSE, WASHINGTON, *August 26, 1937*

FOR THE INFORMATION OF THE PRESS, AUGUST 27, 1937: In signing H. R. 7051, the so-called Rivers and Harbors Bill, I note that in Section 5 thereof provision is made for a pollution survey of the Ohio River by the War Department.[1]

Obviously a survey of this nature falls properly under the jurisdiction of the Public Health Service. I am, however, asking the Secretary of War and the Secretary of the Treasury to join in the appointment of a committee of three to conduct this survey—an army engineer, a representative of the Public Health Service and a non-government expert on pollution problems.

FRANKLIN D. ROOSEVELT

[13:OF 25:T: COPY]

[1]Act approved Aug. 26, 1937 (50 *Stat.* 844).

683 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *August 26, 1937*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: In the administration of H. R. 2512, An Act for the construction of small reservoirs under the Federal reclamation laws,[1] please submit a plan to me under which, in the construction of these reservoirs, all possible labor will be taken from the work relief or the Resettlement home relief lists of needy persons.

Also, I think it is important that efforts be made to select projects in drought areas or areas where there is much need for soil erosion prevention. Please submit list and places of projects.[2]

F.D.R.

FDR/DJ

[Notation: A] Mr. Hess[3] has the department's report on H. R. 2512.

[13:OF 402:CT]

[1]Approved Aug. 26, 1937 (50 *Stat.* 841).

[2]Answered *post*, 703.

[3]Clarence T. Hess, head of the Office of Chief of Records in the White House.

684 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

WASHINGTON, *Aug. 27, 1937*

MY DEAR MR. MCINTYRE: By your memorandum of August 23, 1937 you referred to me, by direction of the President, for advice as to whether there is any objection to its approval, the following bill:

S. 2863, An Act To promote conservation in the arid and semiarid areas of the United States by aiding in the development of facilities for water storage and utilization, and for other purposes.

I have referred this bill to the Secretaries of Agriculture and Interior and am transmitting herewith the letter of the Secretary of Agriculture and the letter of the Acting Secretary of the Interior, each dated August 26, 1937.[1]

The Secretary of Agriculture states that he believes that the provisions of the bill are well adapted to accomplish the purposes of the program recommended by the Great Plains Committee and recommends that the bill be approved.

The Acting Secretary of the Interior states that he does not think that the bill should be approved for the reasons set forth in a memorandum of the Secretary of the Interior to the President, dated August 21, 1937, enclosing a suggested draft of veto message. This memorandum and its enclosure, which were referred to this office, are returned herewith.

There is also returned herewith copy of a letter dated August 21, 1937, addressed to me by the Acting Secretary of Agriculture with respect to this bill and his letter of the same date transmitting such copy to the President.[2] A rather complete statement of the aims and purposes of the bill are set forth in this letter of the Acting Secretary of Agriculture.

While I have not studied the matter thoroughly, it appears to me that what is sought to be accomplished by the present bill is, as stated by the Secretary of Agriculture, in accord with the recommendations contained in the report of the President's Great Plains Committee, which report the President transmitted to Congress with his message of February 10, 1937. I do not believe that the enactment of the bill will cause any embarrassment with respect to the President's regional planning or reorganization programs.

The bill authorizes an appropriation of "such sums as Congress may from time to time determine to be necessary." The Secretary of Agriculture states that he is at present inclined to the opinion that an appropriation of from $1,000,000 to $5,000,000 per year, until the purposes of the act have been accomplished, should be adequate. It would be my purpose, if the bill be approved by the President, to hold the amount to be provided in the annual Budgets to the lowest possible figure consistent with a reasonable administration of the act.

I recommend that the bill, which is returned herewith, be approved.

Very truly yours,

D. W. BELL

[Notation: A] Approved 8/28/37

[13:BUDGET BUREAU:ENROLLED BILLS:TS]

[1]Both are present.

[2]The second letter only is present.

685 *[Enclosure]* HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO DANIEL W. BELL

WASHINGTON, *Aug. 26, 1937*

DEAR MR. BELL: I have Mr. Bailey's letter of August 25 asking for my comments on the enrolled bill, S. 2863, entitled "An Act to promote conservation in the arid and semiarid areas of the United States by aiding in the development of facilities for water storage and utilization, and for other purposes."

S. 2863 was the companion bill to H. R. 7697. Under date of July 9, 1937, I submitted to the Chairman of the Committee on Agriculture of the House of Representatives a favorable report on H. R. 7697. That report was cleared with the Bureau of the Budget. See your letter to me of July 3, 1937. Subsequently, on August 11, 1937, I submitted to the Chairman of the Senate Committee on Agriculture and Forestry a favorable report on S. 2863, and in that report referred to the clearance of the companion bill with the Bureau of the Budget.

S. 2863 and H. R. 7697 were not amended in Congress subsequent to the submission of my reports referred to above.

The present enrolled bill authorizes the Secretary of Agriculture to assist in providing within the arid and semiarid areas of the United States facilities for water storage or utilization, including ponds, reservoirs, wells, check-dams, pumping installations, and similar facilities. These are to be located where they will promote the proper utilization of lands, and the bill expressly provides that "no such facilities shall be located where they will encourage the cultivation of lands which are submarginal and which should be devoted to other uses in the public interest." The Secretary is authorized to sell or lease such facilities upon such terms and conditions as will advance the purposes of the Act, and to require State and local cooperation in the program as a condition of extending benefits under the Act to other than Federal lands. These operations are to be financed by such appropriations "as Congress may from time to time determine to be necessary."

As I stated in my favorable reports to the Committees of Congress, legislation along the lines of the present enrolled bill was one of the major recommendations of the Great Plains Committee in its report entitled "The Future of the Great Plains" which the President submitted to the Congress. I believe that the provisions of the present enrolled bill are well adapted to accomplishing the purposes of this program, and I recommend approval of the bill.

A few days ago, on August 21, 1937, I wrote you, in response to your letter of August 18, concerning the present enrolled bill. In that letter I stated to you that it is my belief that the present enrolled bill is consistent with the program of the President as set forth in his

message to the Congress on June 3, 1937, recommending the creation of regional authorities. As I stated in that letter, the present enrolled bill is necessary to the effective development of the Department's land utilization program. I have sent to the President, under date of August 21, a copy of my letter to you of the same date.

May I add a final word about the probable cost. The enrolled bill merely authorizes the appropriation of "such sums as Congress may from time to time determine to be necessary." I am at present inclined to the opinion that an appropriation of from $1,000,000 to $5,000,000 per year, until the purposes of the Act have been accomplished, should be adequate.[1]

Sincerely yours,

H. A. WALLACE

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]S. 2863 was introduced July 28, 1937, by Senator Pope (Idaho). There was no debate on the bill in the Senate, and in the House the only adverse comment was made by Representative Taber (N. Y.) who said that it was bad enough having one reclamation service, let alone two *(Cong. Rec.*, 75th Cong., 1st sess., 81:7, 7719; 81:8, 8670, 8921, 9540-9541). The act was approved Aug. 28, 1937 (50 *Stat.* 869). See below.

686 ROOSEVELT TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

HYDE PARK, NEW YORK, *August 29, 1937*

MEMORANDUM FOR THE ACTING DIRECTOR OF THE BUDGET: I have signed S. 2863, an Act to promote Conservation in Arid Areas by the development of facilities for water storage. I understand there is no money appropriated. Please call it to my attention when we make up the Budget this autumn.

At the same time, I should like to have from the Department of Agriculture a plan for the carrying out of the purposes of the Bill; this plan to list the projects with the location and cost of each.

Reclamation projects should not be undertaken.

As I understand it, most of the projects will be for what are described as, "farm ponds." If I am right in this assumption, why should we not set a top limit on the construction of each.

The Department of Agriculture should get in touch with PWA and other agencies which have been doing the same work in the past.[1]

F.D.R.

FDR/TMB
[13:OF 177:CT]

[1]Copies of this memorandum were sent to Wallace and to Ickes. A detailed statement of the policies that the Agriculture Department proposed to follow in carrying out the act was sent by Wallace to Roosevelt on Sept. 29, 1937 (OF 177).

687 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO

MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

WASHINGTON, *Aug. 30, 1937*

MY DEAR MR. MCINTYRE: By your memorandum of August 23, 1937 you referred to me, by direction of the President, for advice as to whether there is any objection to its approval, the following bill: "S. 2670, An Act To provide that the United States shall aid the States in wildlife restoration projects, and for other purposes."[1]

I have referred this bill to the Secretary of Agriculture and to the Secretary of the Treasury and am transmitting herewith the letter of the Secretary of Agriculture dated August 26, 1937 and the letter of the Acting Secretary of the Treasury dated August 28, 1937.[2]

The Secretary of Agriculture recommends that the bill receive the approval of the President.

The Acting Secretary of the Treasury advises that, while the Treasury is opposed to the method of appropriating tax receipts provided in the bill, since this method does not afford Congress an opportunity to review contemplated expenditures and annually appropriate such sums as may be justified in the light of subsequent conditions, and does not permit the President to maintain an effective budgetary control over expenditures, nevertheless he does not consider this objection a sufficient justification for recommending that the President withhold approval of the bill.

It is provided in section 3 of the bill that "An amount equal to the revenue accrued during the fiscal year ending June 30, 1939, and each fiscal year thereafter, from the tax imposed by section 610, title IV, of the Revenue Act of 1932 (47 *Stat.* 169), as heretofore or hereafter extended and amended, on firearms, shells, and cartridges, is hereby authorized to be set apart in the Treasury as a special fund to be known as 'The Federal aid to wildlife restoration fund' and is hereby authorized to be appropriated and made available until expended for the purposes of this act."

The foregoing provision of the bill is so objectionable that I recommend the President withhold his approval of the bill solely on that ground, without giving consideration at this time to whatever merit the bill may possess in connection with the conservation and preservation of wildlife.

It will be recalled that during the first session of the 74th Congress the Agricultural Adjustment Act was amended so as to appropriate a sum equal to 30% of customs receipts to the Secretary of Agriculture to encourage exportation and domestic consumption of agricultural commodities. In his Message transmitting the Budget for the fiscal year 1937 the President recommended the repeal of that amendment in language reading as follows:

> By appropriating directly instead of authorizing an appropriation the amendment denies to the President the opportunity to consider the need and include appropriate estimates in the Budget, and it denies to the Congress the opportunity to review such estimates in their relation to the whole program of the Government. The amendment violates the principles of the Permanent Appropriation Repeal Act of 1934, and of the Budget and Accounting Act of June 10, 1921. It is in conflict with sound administration in that it provides in advance for large annual expenditures without any attempt to coordinate income and expense.

Except as to the amount involved, the Agricultural Adjustment Act case and the one now before us are identical in principle and the above quoted comments of the President apply equally to both.

While no accurate estimate can be made of the amount of the revenue which will accrue in future years from the tax on firearms, shells, and cartridges, the Treasury Department advises

that the revenue from such tax in the fiscal year 1937 amounts to $3,234,357.22.

I recommend that the bill, which is returned herewith, be not approved. A draft of a proposed memorandum of disapproval is transmitted herewith.[3]

Very truly yours,

D. W. BELL

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]The Federal Aid to Wildlife Restoration Bill, or Pittman-Robertson Wildlife Bill, was introduced in the Senate by Pittman (Nev.) on June 17, 1937, and in the House (as H. R. 7681) by Robertson (Va.), on June 28, 1937 *(Cong. Rec.*, 75th Cong., 1st sess., 81:5, 5856-5857; 81:6, 6490).

[2]The second letter is not printed because it is adequately summarized here.

[3]The draft veto message states the objections expressed by Bell in this letter. Roosevelt approved the act without comment on Sept. 2, 1937 (50 *Stat.* 917). It became effective July 1, 1938, with an appropriation of $1,000,000, to be administered by a newly organized division of the Bureau of Biological Survey, a Division of Federal Aid in Wildlife Restoration. See *Report of the Chief of the Bureau of Biological Survey, 1939,* pp. 35-36.

688 *[Enclosure]* HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO DANIEL W. BELL

WASHINGTON, D. C., *August 26, 1937*

DEAR MR. BELL: We have your request of August 25 for our comments on S—2670, "An Act To provide that the United States shall aid the States in wildlife-restoration projects, and for other purposes," which has been enacted by Congress and submitted to the President.

It is observed that the general scheme of the act follows quite closely that of the Act of July 11, 1916 (39 *Stat.* 355) commonly known as the Federal Aid Road Act which was designed to aid the States in the construction of highways and roads. Federal aid to the States under this act is proposed for wildlife-restoration projects which are defined in section 2 as the selection, restoration, rehabilitation, and improvement of areas of land or water adaptable as feeding, resting, or breeding places for wildlife, including acquisition by purchase, condemnation, lease, or gift of such areas or estates or interests therein as are suitable, or capable of being made suitable therefor, and the construction thereon or therein of such works as may be necessary to make them available for such purposes, and including also such research into problems of wildlife management as may be necessary to efficient administration affecting wildlife resources, and such preliminary or incidental costs or expenses as may be incurred in and about such projects.

The act forbids expenditure in a State of any money apportioned to that State until its legislature shall have assented to the provisions of the act and until it shall have passed laws for the conservation of wildlife which meet the minimum requirements of the Secretary of Agriculture, one of which shall be a prohibition against the diversion of license fees paid by hunters to any other purpose than the administration of the State's fish and game department.

Section 3 provides that there is authorized to be set apart in the Treasury as a special fund to be known as "The Federal aid to wildlife-restoration fund" an amount equal to the revenue accruing during the fiscal year ending June 30, 1939, and each fiscal year thereafter, from the tax on firearms, shells, and cartridges imposed by Section 610, title IV of the Revenue Act of

1932 (47 *Stat.* 169), as heretofore or hereafter extended and amended, which fund is authorized to be appropriated and made available until expended for the purposes stated in the act.

Section 4 authorizes the Secretary of Agriculture to deduct not to exceed 8 per centum of the revenue covered into the Federal aid to wildlife-restoration fund in each fiscal year for expenses in administering and executing the act and the Migratory Bird Conservation Act, the remainder to be apportioned among the several States, one half in the ratio which the area of each State bears to the total area of all the States and the other half in the ratio which the number of paid hunting license holders of each State in the preceding fiscal year bears to the total number of paid hunting license holders of all States, with the proviso that not more than $150,000 shall be apportioned to any one State and that if the apportionment to any State is less than $15,000 annually the Secretary of Agriculture may allocate not more than $15,000 to that State when the State certifies that it has set aside not less than $5,000 from its fish and game funds or has appropriated that amount, for the purposes of the Act.

Wildlife-restoration projects in any State accepting the benefits of the act must be agreed upon by the Secretary of Agriculture and the State fish and game department and must conform to the standards fixed by the Secretary of Agriculture and to that end the State fish and game department is required to submit to the Secretary full and detailed statements of the proposed projects, which, if approved by the Secretary, may receive not to exceed 75 per centum of the total estimated cost thereof from the apportionment made to the State.

The act imposes upon the States accepting its benefits the entire duty of maintaining wildlife-restoration projects established under the act and provides that if they are not properly maintained the Secretary of Agriculture shall withhold further apportionments to the State until the project is put in proper condition of maintenance.

The foregoing is the substance and essence of the act. The scheme of Federal aid to the States in constructing highways and roads has worked well and it is believed will work equally well and advantageously in the matter of wildlife projects as defined in the act. . . .[1]

This act, if it becomes law, will undoubtedly stimulate the States to action in the establishment of sanctuaries, reservations, or refuges vitally necessary in a well-rounded-out nation-wide plan for the restoration and conservation of our useful wildlife. The act is sponsored and earnestly advocated by practically all of the conservation organizations, official and unofficial, in the United States. It is recommended that it receive the approval of the President.

You ask that we include estimate of the probable cost. As will have appeared from the foregoing summary of the essential features of this Act, the monies authorized to be appropriated thereunder are amounts equal to the revenue accruing during the fiscal year ending June 30, 1939, and each fiscal year thereafter, from the tax imposed by section 610, title IV, of the Revenue Act of 1932 (47 *Stat.* 169), not exceeding 8 per centum whereof being authorized to be deducted by the Secretary of Agriculture for expenses in the administration and execution of the Act and the Migratory Bird Conservation Act. We are informed by the Treasury Department that the revenue from this tax in the fiscal year 1937 was $3,234,357.22.

Sincerely,

H. A. WALLACE

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]In the part omitted, Wallace described past efforts of the Government to protect wildlife, including the Lacey Act of 1900, the act establishing the Upper Mississippi Wildlife and Fish Refuge of 1924, and the Migratory Bird Conservation Act of 1929. Wallace pointed out that the act under discussion proposed to aid the states in setting up wildlife refuges that could not, because of their small size and scattered location, be administered by the Federal Government.

689 THE ACTING SURGEON GENERAL, PUBLIC HEALTH SERVICE, AND HARRY L. HOPKINS, WORKS PROGRESS ADMINISTRATOR, TO ROOSEVELT

[WASHINGTON] *September 2, 1937*

MEMORANDUM FOR THE PRESIDENT: Reference is made to your memorandum to Mr. Hopkins dated August 21st, regarding the Administration's policy in reference to sewer projects. We are fully sympathetic to the objectives in your memorandum and are submitting for your approval the following outline of procedures which will promote the construction of sewage treatment plants.

In practically every State the sanitary laws prohibit the construction or extension of any sanitary sewer or sewage treatment plant until a permit has been secured from the State health authorities. In many instances permits for sewer construction are given only when the municipality includes in the plans provision for sewage treatment at a later date. Prior to the construction of sewage treatment plants it frequently is necessary for intercepting sewers to be constructed, for antiquated sewer systems to be brought up to date by providing for separating storm water from the sanitary flow, for an increase in size of sewers and other construction which does not tend to increase the pollution of the stream through the discharge of additional amounts of sewage. In view of the fact that the installation of sewage collection and treatment in a municipality usually involves construction extending over a period of time, it is desirable for Works Progress Administration projects to include such construction as is an integral part of comprehensive plans which include sewage treatment.

It is recommended, therefore, that the following procedure be adopted in connection with the construction of Works Progress Administration projects involving sanitary sewer systems: That no further Works Progress Administration projects be approved for the construction of new sanitary sewer systems or for the extension of existing systems in such a way as to increase the amount of untreated sewage discharged into creeks or rivers from such systems unless the sewage from such systems is treated in disposal plants, or unless general plans or programs which include provisions for sewage treatment plants are submitted with the applications for the projects; that Works Progress Administration proposals which involve reconstruction or repair or extension of sanitary sewer systems will be approved even though such sewer systems discharge into water courses, provided the amount of untreated sewage being discharged will in no way be increased by the work to be performed on the project. In no event will such sanitary sewer construction be approved by the Works Progress Administration unless the projects have had the prior approval of the proper State health authorities.

We shall, of course, do everything possible to encourage projects for the building of sewage disposal plants.

[13:OF 444—C: T: COPY]

690 ROOSEVELT TO FREDERIC C. WALCOTT, PRESIDENT, AMERICAN WILD LIFE INSTITUTE, Hartford, Connecticut

HYDE PARK, N. Y., *September 8, 1937*

DEAR FRED: Many thanks for your telegram.[1] Naturally I was all for the objectives of the Wild Life Bill. There were strenuous objections to it from the Treasury and Budget, however, because it set up what amounts to a continuing appropriation and this is contrary to the laws of the Medes and Persians among the experts! However, the pros out weighed the cons.

I do hope to see you one of these days soon.

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 378:CT]

[1]Sept. 3, 1937 (OF 378), thanking Roosevelt for signing the Pittman-Robertson Wildlife Bill. Walcott (senator from Connecticut from 1929 to 1935) said that he was personally as well as officially grateful to Roosevelt for "this outstanding boost" he had given the cause of conservation.

691 ROOSEVELT TO ARTHUR E. MORGAN, CHAIRMAN, BOARD OF DIRECTORS, TENNESSEE VALLEY AUTHORITY, Wilson Dam, Alabama

HYDE PARK, NEW YORK, *September 9, 1937*

[Telegram] The entire nation has a vital interest in the dedication today of this important link in one of our great hydro-highways. Wheeler Dam, the second Tennessee Valley Authority navigation and flood control structure to be completed and placed in service since the inception of this project in 1933, meets the popular desire expressed through Congressional mandate for planned conservation and utilization of the natural resources of a complete watershed. Through unified control, the Tennessee River is stepped up for navigation and, in the reverse order, stepped down for flood control. At the same time incidental generation of power by these "steps" provides a means of reimbursing the Government in large measure for monies expended for the development and control of our interior waterways. As all sound conservation projects should do Wheeler Dam makes an incidental contribution to the public welfare by adding another important unit to the nation's parks and providing sanctuary for the conservation of wild life.

It is particularly appropriate that this dam, undertaken in the South and destined to play a large part in the life of the nation as a whole should bear the name of fighting Joe Wheeler, an earnest advocate of conservation who in and out of Congress was an ardent champion of the development of the Tennessee River. The inauguration of this work marks another step in the great task of organizing the household of the nation to meet growing social and economic needs.

FRANKLIN D. ROOSEVELT

[Notation: A] Approved by President and given to TVA in advance[1]

[13:OF 42:CT]

[1]Apparently drafted by Hassett (Early to Hassett, Aug. 20, 1937, OF 42).

692 ROOSEVELT TO MARGARET H. GILLMORE, SECRETARY, HUDSON

RIVER CONSERVATION SOCIETY, West Point, New York

HYDE PARK, N. Y., *September 10, 1937*

MY DEAR MISS GILLMORE: Thank you for your letter[1] and the report of the Hudson River Conservation Society.

I am in heartiest sympathy with all of the fine efforts being made to protect the scenery of the Hudson. I only wish it were possible for me to be of more direct help.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 4853:CT]

[1]Sept. 7, 1937 (PPF 4853), asking for Roosevelt's help in stopping the destruction by quarrying of Mount Taurus (on the Hudson below Beacon). On another occasion Roosevelt replied to a similar plea that he do something to stop the quarrying by saying that he could take no part in New York State legislation (Roosevelt to Mayer, March 9, 1935, PPF 2321).

693 AUBREY WILLIAMS, ACTING WORKS PROGRESS ADMINISTRATOR, TO JAMES ROOSEVELT, SECRETARY TO THE PRESIDENT

WASHINGTON, D. C., *September 10, 1937*

DEAR MR. ROOSEVELT: Attached is a copy of a memorandum to Mr. Hopkins from the President dated August 21st, and copy of a memorandum dated September 2nd for the President, from the Works Progress Administrator and the Acting Surgeon General.[1] This memorandum deals with the conditions under which sewer projects could be approved for the Works Progress Administration.

The original of the memorandum for the President, which has Harry's approval and has been signed by the Acting Surgeon General, is in Harry's possession. He intended to take it up with the President on the trip but for some reason did not do so. He suggested that I send you this copy and ask you to present the matter to the President and if possible, secure his approval.

We are, of course, in hearty agreement with his purposes in making the order, but after consulting with the Public Health Service, we feel that his purposes can be carried out and at the same time permit certain work which has heretofore comprised a large part of our program, especially since in the northern states sewer work is practically the only type of out-door construction which can be done during much of the time in the winter months.

We are now holding up about fifty sewer projects involving about 3,500 men, so if it is possible to get this cleared right away it will be greatly appreciated.[2]

Sincerely yours,

AUBREY WILLIAMS

[13:OF 444—C:TS]

[1]Printed *ante*, 673, 689.

[2]Answered *post*, 695.

694 SPEECH BY ROOSEVELT TO THE ROOSEVELT HOME CLUB, Val-Kill Farm, Hyde Park, September 11, 1937, 3:15 P. M.

[Excerpt] MINE HOST, PRESIDENT ARTHUR AND JOHNNY:[1] . . . In an old Poughkeepsie newspaper of 1841—I think it is just about a hundred years ago—the man who owned this farm that we are standing on at this time produced the largest yield of corn of any farmer in Dutchess County, a very much larger yield than almost anybody in Dutchess County could possibly raise today. Well, Moses knows and I know what this farm was like when we came here. It was brought to a condition that was caused by lack of planning. Well, you could not blame them seventy-five and a hundred years ago for putting nothing back into the land because the land was virgin land and, after all, the main thing was to get all the cash you possibly could out of the land. Dutchess County was the granary of New York City and the more corn you could ship down there the richer you were. But of course we know today that if our ancestors and the original owners of this land of ours had known enough about agriculture, as much as we do, and had put things back into the soil, we would be a whole lot better off in these modern times. And so it goes; we have had a lot of narrow escapes because we haven't thought much beyond the end of our own noses.

I was driving through the middle part of the county the last time I was here in early August and I was struck by the number of lovely streams we have in the county, not only the larger creeks, like the Wappingers, but also the Krum Elbow and a lot of the smaller creeks, and it occurred to me what a wonderful escape we had. I don't suppose there are more than a dozen people who remember the escape we had. John Mack will because he, to a certain extent, and I were responsible for the escape. Back only about fifteen years ago there was a bill introduced in the legislature by the New York City representatives to give the city of New York the right to come up into Dutchess County and create a great water system, the watershed with reservoirs on the headwaters of Wappingers Creek, the main branch and the branch that runs up towards Clinton Hollow, and the same thing with the headwaters of the Rocliff Jansen Kill, which runs along the boundary, a large part of the boundary, between Columbia and Dutchess Counties. The bill, as I remember it, passed one House and yet there was hardly anybody in the County of Dutchess that woke up to the fact that our resources were being taken away from us.

I was south at the time. I telegraphed to John and John went up to Albany and we succeeded in preventing the passage of the bill. In other words, we were just thinking to the ends of our own noses and no further. As I remember it, the newspapers of the county took the view that the purchase of these lands for the reservoirs would bring a lot of money into the county, forgetting entirely that while it might bring some cash into the county, and while it might put a lot of people to work for two years or three years or four years, it would take, after that was over, most of the water supply out of the county, and also the water level and make a vast acreage, thousands and thousands of acres, unhabitable. There would be no purchasing power left, there would be reservoirs that nobody could use—you could not swim or boat on them. There would be no agriculture, nothing at all and nobody employed except a few people to watch the dams. And all for a few dollars today, not thinking about the future.

Well, that was an escape that the county had and there were very, very few people in the county that woke up to the danger at that time. I think most of us are very happy today that we saved the water of this county because, as we see things now, we know the real demand there is on the part of the people from the outside, New York City and other places, to come up here and establish homes, the real chance there is to plan for permanent lakes in the county, for a better water supply, to bring people out to join us and increase, incidentally, not

only our population but the wealth of the county.[2]

[SPEECH FILE:T]

[1]Respectively, Moses Smith, tenant of the Roosevelt Val-Kill farm; Arthur Smith, his son, newly elected president of the Franklin D. Roosevelt Home Club; and Judge John E. Mack, of Poughkeepsie. The Home Club was formed in 1929 to further Roosevelt's political fortunes. It is now a social organization devoted to honoring his memory.

[2]This speech was extemporaneous; the part not here printed also dealt, informally, with the virtue of county planning. The text is that of the stenographic transcript.

695 ROOSEVELT TO AUBREY WILLIAMS, ACTING WORKS PROGRESS ADMINISTRATOR

HYDE PARK, N. Y., *September 13, 1937*

MEMORANDUM FOR HON. AUBREY WILLIAMS: I realize that sewer projects are useful but I think we should adhere strictly to my memorandum of August twenty-first, directing that no future WPA projects shall be approved for improving, repairing or adding to sewers which dump into any creek or river.

The only modification, or, to be more accurate, interpretation, of this order would be in a case where the sewer project has nothing to do with the ultimate disposal of sewage. In other words, if it is merely relaying sewer pipe in a town at a location where the new pipe would continue to be used, if a sewage disposal plant were put in, such a project would be all right.

But, at the same time, if such a project is proposed, there should be a definite demand on the municipality calling for a plan for sewage disposal and engineering assurance that the immediate project would dovetail in with a new method of disposal.

In order to be absolutely on the safe side in these cases, I wish you would submit to me any projects which seem to come within the above interpretation.

F.D.R.

[13:OF 444—C:CT]

696 FREDERIC A. DELANO, VICE CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *September 16, 1937*

MY DEAR MR. PRESIDENT: In accordance with your letter of August 20 to Chairman Ickes, copy enclosed, our Advisory Committee has approved preliminary steps for the preparation of the revised Drainage Basin Report as outlined by our Water Committee in the attached draft statement.[1]

Mr. Wolman, Chairman of the Water Committee, proposes to utilize our field offices for contact with State Planning agencies and other local interests. A series of Basin Committees is being set up, operating out of these offices and with the former Water Consultants serving as Special Advisers. The cooperation of Federal agencies, both in the field and in Washington, has already been assured.

Because of the special problems of the Ohio and Lower Mississippi Valleys, the Water Committee desires also the opinion of a special group or committee to advise as to flood control and other water projects. Mr. Wolman proposes to ask Dr. H. H. Barrows, of the University of Chicago, to serve as chairman of this special advisory group, consisting of Dr. A. E. Morgan, of the Tennessee Valley Authority; Gen. E. M. Markham, Chief of Engineers; Gen. Harley B. Ferguson, of the Mississippi River Commission; Col. H. M. Waite, formerly Deputy Administrator, Public Works Administration; Charles E. Paul, formerly of the Mississippi Valley Committee, and M. S. Eisenhower, of the Department of Agriculture. Their progress report will be embodied with the other recommendations of the Water Resources Committee in the document you have requested before January 1.

The expense of this project has been estimated around $125,000, including printing. Our Advisory Committee has already authorized immediate inauguration of the work, using the reserve funds which we have allowed in our budget for just such a special project. These funds, however, fall considerably short of covering the cost. If we can assume that assistance will be provided from other Federal bureaus without charge against the Committee's funds, we believe that we can complete this undertaking at an additional cost not exceeding $50,000 over our present reserve funds. We are therefore appealing to you for a further allocation of that amount, since all our other funds have already been obligated to other projects.[2]

Respectfully submitted,

FREDERIC A. DELANO

[13:OF 1092:TS]

[1]The enclosure is an eight-page, single-spaced typescript entitled, "Proposed work of Basin Committees and Water Consultants in revision of 'Drainage Basin Problems and Programs.'" It is dated "Draft September 15, 1937" but the date "September 20, 1937" also appears in the heading. This document describes the plan and objectives of the revision, for which the Water Resources Committee of the National Resources Committee was given immediate responsibility. The specific objective was the preparation of a report in two parts: "The first will be a summary of recommended programs and policies for the country as a whole. The second will comprise a detailed report on each of the 95 drainage basins as defined in the last drainage basin report, each basin report to be published separately."

[2]This letter and its enclosures were first sent to Ickes for his approval (Delano to Ickes, Sept. 16, 1937, OF 1092).

697 ROOSEVELT TO FREDERIC A. DELANO, VICE CHAIRMAN, NATIONAL RESOURCES COMMITTEE, AND MORRIS L. COOKE, CHAIRMAN, GREAT PLAINS COMMITTEE

[WASHINGTON] *September 17, 1937*

MEMORANDUM . . . I do not want to get into a crossing of wires in regard to immediate studies of the water and soil and budget appropriation problems.

Let me put it this way (see my letter to Chairman Whittington of the House Committee):[1] I want to send in my Budget Message a complete recommendation for the appropriation of between $450,000,000 and $500,000,000 covering all forms of public works. These include obligations and expenditures for highways, public buildings, rivers and harbors, flood control, reclamation, acquisition of land for parks and forests, etc.

Because the Reorganization Bill has not gone through, all of the planning work and the estimates of many departments and bureaus must be coordinated (a) from the National Resources planning standpoint and (b) from a financial standpoint. Next year, if the

Reorganization Bill goes through, all of this will be done by the planning and budget sections directly under the President.

In the meantime, while I am away, will you work out and go ahead with machinery to carry us through for the next few months? It is my thought that Mr. Cooke's committee will consider itself primarily an agency of the President and the Budget, and that the National Resources Committee will assist in preparing and coordinating the projects in the order of their importance—all of the interested departments being represented on that committee.

Finally, it seems simplest to work out two lists— (a) list totaling between $450,000,000 and $500,000,000 and (b) list for a similar amount. The Congress can then, if it wishes, transfer a project from the (b) list to the (a) list, eliminating a project from the (a) list which approximates the same cost.

Meanwhile, in regard to this problem of the Water Committee of which Mr. Wolman is Chairman, please take it up with the Budget Bureau.

F.D.R.

[13:OF 1092:CT]

[1]*Ante,* 618.

698 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *September 17, 1937*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: In regard to yours of September fourteenth[1] about the Ohio-Mississippi flood-control report, this must, of course, be coordinated with the more extensive report on all drainage basins.

Furthermore, flood control in general must be coordinated to other public works in budget making. Perhaps you will have a talk with the following during my absence: Secretary Woodring, General Schley (the new Chief of Engineers), the Secretary of the Interior, Mr. Delano, Mr. Wolman and Mr. Morris L. Cooke.

F.D.R.

[13:OF 25—N:CT]

[1]Not found.

699 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *September 17, 1937*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: Owen Johnson, as you know, made a gallant run against Treadway in the Massachusetts Berkshire district last autumn. He is continuing the fight and will, I think, run next year. I told him in general of the plan for an eventual parkway from the Canada line to Georgia. He feels that this would be a great asset to the Berkshire region.

Could you prepare for him a description of what we have talked about and of the procedure

under which this parkway could be gradually extended from North to South?

By the way, I hear that Vermont people are now beginning to be sorry they did not give us better cooperation.

F.D.R.

[Notation: T] Let. from Owen Johnson, Stockbridge, Mass., 9/15/37 req. information re proposed North-South Mountain Highway.[1]

[13:PPF 611:CT]

[1]Not present. See *post,* 704.

700 IRVING BRANT, EDITOR OF EDITORIAL PAGE, ST. LOUIS *Star Times,* TO ROOSEVELT

[ST. LOUIS] *September 22, 1937*

DEAR MR. PRESIDENT: I hope you may find time to read a brief note on the Olympic Park situation before you make the drive to Lake Quinault.

You may possibly remember that last year, when you told me you wanted to visit the area, I made the remark that if you had the same experience Secretary Wallace did, local Forest Service officials would see to it that you saw nobody who wanted a real park. I hope your party will include Preston Macy, custodian of the Olympic National Monument,[1] though I do not know his views.

The Olympic situation is badly complicated now because Congressman Wallgren, who sponsored a good bill a year ago and had it approved by committee, abandoned it this year and offered a new bill cutting down the boundaries so as to eliminate the great Douglas firs, Sitka spruces and giant cedars that most needed preservation. He claimed that he followed the wishes of the Interior Department, but the attitude of Secretary Ickes does not support that claim.

The cut-down Wallgren bill was reported for passage this year under remarkable circumstances. Neither the Interior Department nor the Department of Agriculture made a report on it, though it involved a transfer of land from one department to the other.

Secretary Ickes omitted a report, I believe, because he hoped for a better bill next year.

Secretary Wallace omitted a report, judging from what I was told in advance, because he feared the Forest Service was taking a wrong attitude.[2]

The Washington State Planning Council, including and apparently dominated by a big lumber representative, is fighting to keep these national forest lands out of the park. The plain purpose is to turn government timber over to the Grays Harbor mills, to postpone their shut down.

The Forest Service arguments against preservation of these last virgin forests are utterly specious. President Wilson was persuaded to cut the national monument to half its size on the claim that this was necessary to permit manganese mining. The only manganese mines in the region are outside this area, and the only ore in the proposed park is a small amount to bementite, a manganiferous ore from which it is impossible to extract the manganese by any

chemical method now known.

The Forest Service claims that by a new technique in lumbering, involving application of the permanent yield principle to the wood pulp industry, it would be possible to sustain 6,630 persons on the crop-yields of lumber in the area of the reduced Wallgren bill. I took their figures and showed, by them, that it would be possible to sustain over 200,000 persons on the cut-over lands of the Olympic peninsula, so why cut down the last virgin forest of the Northwest to get more cut-over land to reforest.

They also claim that there are 3,000,000,000 board feet of merchantable timber in the reduced Wallgren area, but the largest of it appears to be No. 6 Douglas fir, in no way comparing with the gigantic trees of the lower valleys. In general, the lower the slope, the larger the trees. The farther the park is pushed up the mountains, the smaller the trees. It can't be a real park unless it takes in the areas the Forest Service is trying to keep out, and unless these areas are brought in, there will be no protection for the winter range of the Roosevelt elk herd.

If you are able to go even a short distance up the Quinault River toward Enchanted Valley, you will see forests of the kind it is desired to preserve, though these happen to be in private ownership.[3]

Yours respectfully,

IRVING BRANT

[Notation: A] Anna B

[13:OF I—C:TS]

[1]Mount Olympus National Monument.

[2]On the contrary, Wallace submitted a 3000-word statement on the bill dated Aug. 13, 1937, to Rep. Rene L. DeRouen, chairman of the House Committee on Public Lands (OF I—C). He concluded his statement by saying that the Agriculture Department wished to avoid "any arbitrarily negative attitude" toward the bill:

"Belief that the lands involved appropriately might continue under the administration of the Department is supported by many considerations . . . If, however, the Congress is convinced that a national park should be established in the Olympic Range, more suitable boundaries than those now described in H. R. 4724 should he adopted, so as to establish the best attainable balance between the inspirational and recreational needs on the one hand and the economic needs of the dependent population on the other."

The copy of this statement in the Roosevelt Library is a ribbon typescript, bound in a folder of photographs and text descriptive of the Olympic National Forest, entitled, "Forest Facts/Olympic National Forest/Washington," prepared by the North Pacific Region of the Forest Service, 1937. H. R. 4724 was introduced Feb. 15, 1937, and reported Aug. 16, 1937, but no action was taken *(Cong. Rec.*, 75th Cong., 1st sess., 81:2, 1226; 81:8, 9061).

[3]Roosevelt left Hyde Park for his trip to the West on September 23 and returned October 6. On September 30—October 1 he went by automobile from Port Angeles to Tacoma, staying overnight at Lake Crescent. The letter here printed was sent by Brant to Anna Roosevelt Boettiger in Seattle. In a covering letter of September 22 to Mrs. Boettiger (OF I—C), Brant said: "I have talked with the President a number of times about the Olympic situation, and at his suggestion have tried to secure an understanding between the two departments involved. Secretaries Ickes and Wallace do not seem to be far apart in their desires, but the Portland office of the Forest Service seems to be causing a tremendous amount of trouble."

701 SPEECH BY ROOSEVELT, Bonneville Dam, Oregon, September 28, 1937

1

[Excerpt] Governor Martin, my friends of the Northwest: Today I have a feeling of real satisfaction in witnessing the completion of another great national project, and of pleasure in the fact that in its inception, four years ago, I had some part. My interest in the whole of the valley of the great Columbia River goes back seventeen years to 1920 when I first studied its mighty possibilities. And again, in 1932, I visited Oregon and Washington and Idaho and on that visit I took occasion in Portland to express certain views which have since, through the action of the Congress, become a recorded part of American national policy.

Almost exactly three years ago, I inspected the early construction stages of this dam at Bonneville.

The more we study the water resources of the Nation, the more we accept the fact that their use is a matter of national concern, and that in our plans for their use our line of thinking must include great regions as well as narrower localities.

If, for example, we Americans had known as much and acted as effectively twenty or thirty or forty years ago as we do today in the development of the use of land in that great semiarid strip in the center of the country that runs from the Canadian border all the way down to Texas, we could have prevented in great part the abandonment of thousands and thousands of farms in portions of ten states and thus prevented the migration of thousands of destitute families from those areas into the States of Washington and Oregon and California. We would have done this by avoiding the plowing up of great areas that should have been kept in grazing range and by stricter regulations to prevent over-grazing. And at the same time we would have checked soil erosion, stopped the denudation of our forests and controlled disastrous fires.

Some of my friends who talk glibly about the right of any individual to do anything he wants with any of his property take the point of view that it is not the concern of Federal or state or local government to interfere with what they miscall "the liberty of the individual." With them I do not agree and never have agreed, because unlike them, I am thinking of the future of the United States. Yes, my conception of liberty does not permit an individual citizen or a group of citizens to commit acts of depredation against nature in such a way as to harm their neighbors, and especially to harm the future generations of Americans.

If many years ago we had had the necessary knowledge and especially the necessary willingness on the part of the Federal Government to act on it, we would have saved a sum, a sum of money which, in the last few years, has cost the taxpayers of the Nation at least two billion dollars.[2]

[RL RECORDINGS: 114]

[1]The text of this excerpt, which comprises the first third of the speech, is that of the radio broadcast transcription. Also present (Speech File) are: a draft, dated Sept. 27, 1937, containing a number of revisions in Roosevelt's hand; the reading copy; and the official mimeographed press release of the reading copy. The language and form of the draft suggest that it was composed by Roosevelt; paragraph 5 of the excerpt (which appears in the reading copy but not in the draft) was undoubtedly composed by him. The entire speech is printed in Rosenman (ed.), *Public Papers*, VI, 387-392; this follows the reading copy.

[2]The remainder of this speech deals with the social and economic implications of the potentially wide distribution of cheap power from Bonneville and other dams in the West, and the advantages of a regional approach to the planning of the country's development.

702 SPEECH BY ROOSEVELT AT TIMBERLINE LODGE, Mount Hood National Forest, Oregon, September 28, 1937

GOVERNOR MARTIN, LADIES AND GENTLEMEN: Here I am on the slopes of Mount Hood where I have always wanted to come.

I am here to dedicate Timberline Lodge and I do so in the words of the bronze tablet which is directly in front of me on the coping of this very wonderful building:

"Timberline Lodge, Mount Hood National Forest, dedicated September 28, 1937, by the President of the United States as a monument to the skill and faithful performance of workers on the rolls of the Works Progress Administration."

In the past few days I have inspected many great governmental activities—parks and soil protection sponsored by W. P. A.; buildings erected with the assistance of the Public Works Administration; our oldest and best-known National Park, the Yellowstone, under the jurisdiction of the National Park Service; great irrigation areas fathered by the Reclamation Service; and a few hours ago a huge navigation and power dam built by the Army engineers.

And now I find myself in one of our many national forests, here on the slopes of Mount Hood.

The people of the United States are singularly fortunate in having such great areas of the outdoors in the permanent possession of the people themselves—permanently available for many different forms of use.

In the total of the acreage of the national forests, all of those many acres in many, many states of the Union already play an important part in our economy and as the years go by their usefulness is bound to expand.

A good many of us probably think of the National Forests as having the primary function of saving our timber resources, but they do far more than that; much of the timber in them is cut and sold under scientific methods, and replaced on the system of rotation by new stands of many types of useful trees. The National Forests, in addition, provide forage for livestock and game, they husband our water at the source; they mitigate our floods and prevent the erosion of our soil. Last but not least, our National Forests will provide constantly increasing opportunity for recreational use. This Timberline Lodge marks a venture that was made possible by the W. P. A. Emergency Relief work, in order that we may test the workability of recreational facilities installed by the Government itself and operated under its control.

Here, to Mount Hood, will come thousands and thousands of visitors in the coming years. Looking east toward eastern Oregon with its great livestock raising areas, these visitors are going to visualize the relationship between the cattle ranches and the summer ranges in the forests. Looking westward and northward toward Portland and the Columbia River, with their great lumber and other wood using industries, visitors will understand the part that National Forest timber will play in the support of this important element of northwestern prosperity.

Those who follow us to Timberline Lodge on their holidays and vacations will represent the enjoyment of new opportunities for play in every season of the year. And I mention specially every season in the year, because we as a nation, I think are coming to realize that the summer isn't the only time for play. And I look forward to the day when many, many people from this region of the Nation are going to come here in the winter for skiing and tobogganing and various other forms of winter sports. Among them, all of these visitors, winter and summer, spring and autumn, there will be many from the uttermost parts of our Nation, from the Atlantic seaboard, from the Gulf of Mexico, from the Middle West, travelers from every one of the other forty-seven states; travelers, in addition, from the

Territories of Hawaii and Alaska—territories also from that part of America [sic]—Puerto Rico and the Virgin Islands.

I am very keen about travel, not only personally—you know that, but also travel for as many Americans as can possibly afford it because those Americans will be fulfilling a very desirable objective of our citizenship, getting to know their own country better, and the more they see of it, the more they will realize the privileges which God and nature have given to the American people.

And so I take very great pleasure in dedicating this new adjunct, not only of national prosperity, but also as a place for generations of Americans to come in the days to come.[1]

[RL RECORDINGS: 116]

[1]This text is that of the radio broadcast transcription; it varies inconsequentially from the stenographic transcript. Also present (Speech File) are the reading copy and the mimeographed press release of the reading copy, the latter containing Kannee's shorthand notes of Roosevelt's departures from the prepared text. In addition to numerous changes of words and phrases, Roosevelt added all of paragraphs 1, 2, 3, the greater part of so, and all of 11 and 12. Cf. Rosenman (ed.), *op. cit.,* VI, 392-394, which follows the stenographic copy for the most part.

703 THEODORE A. WALTERS, ACTING SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Sept. 28, 1937*

MY DEAR MR. PRESIDENT: I have your memorandum of August 26 concerning the administration of H. R. 2512, an Act for the construction of small reservoirs under the Federal Reclamation laws, in which you request the submission of a plan whereby all possible labor for the construction of the dams will be recruited from work relief rolls. You also call attention to the desirability of selecting projects in the drought areas and in regions where there is great need for soil erosion prevention.

H. R. 2512 authorized an appropriation of $500,000 to carry out the provisions of the act, but the appropriation was not made. It is planned to request an appropriation as soon as Congress convenes, but this will not permit construction to be undertaken at an early date. However, if it is deemed desirable to commence the building of these dams with the least possible delay, work could be started with funds from Emergency Relief appropriations.

Regardless of the source of funds, it will first be necessary to expend about $50,000 to review the list of several hundred projects that have been submitted to the Bureau of Reclamation, to make an investigation of the feasibility of some of these, and to prepare plans and designs for the dams selected to be built. Relief labor cannot be used to any appreciable extent for these surveys as the personnel primarily will be engineers and engineering aides.

In the construction of those projects which investigations show to be feasible, repayment of all construction charges under the reclamation law probably should not be required if the dams are built strictly in accordance with the limitations of the Emergency Relief Appropriation Act of 1937.

This Department will carry out your suggestion that the dams to be built at this time should be located principally in the drought areas or where fertile lands are being rapidly destroyed by soil erosion.

Sincerely yours,

T. A. WALTERS

[13:OF 402:TS]

704 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO OWEN JOHNSON, Stockbridge, Massachusetts

WASHINGTON, *Sept. 29, 1937*

MY DEAR MR. JOHNSON: The President has told me of your interest in the plan for a parkway which will run eventually from the Canadian line through the eastern states to Georgia, and he has asked that you be furnished a description of the route and of the procedure to be followed in its gradual extension.

This Department's conception of a national parkway is ". . . an elongated, Federally-owned area devoted to recreation which features a pleasure vehicle road through its entire length, bordered by adequate buffer strips, on which occupancy, commercial development, and access are restricted." The roadway itself under this definition becomes an incidental feature of the elongated recreational area and the traveller passing through it is protected from the dangers, annoyances and ugliness of the usual highway. The acquisition of the much wider right-of-way likewise serves as a means of preserving and protecting scenic beauty and of presenting the scenery, with the variations due to change of topography and latitude, in a continuity of form both interesting and instructive. The primary purpose is to make accessible the best scenery in the region which the parkway traverses, and consequently the choice of the most direct route is not considered of the greatest importance. . . ."

The proposal in which you are particularly interested has been termed the "Appalachian Parkway," and would provide a recreational scenic route through New England, the Middle Atlantic States, and south to Atlanta, Georgia, from which existing highways will give access to Boston, New York, Philadelphia, Baltimore and Washington. The nucleus of the scheme is the Blue Ridge Parkway now under construction in the states of Virginia and North Carolina between the Shenandoah National Park and the Great Smoky Mountains National Park. From the northern end of the Shenandoah National Park the National Park Service has made a reconnaissance study and survey of a line which follows roughly the eastern slopes of the Blue Ridge Mountains through Virginia, Maryland and Pennsylvania; thence through northern New Jersey and through a portion of New York connecting with a Bear Mountain Park road and crossing the Bear Mountain bridge; thence to Fahnestock Park, Putnam County, New York; thence following the existing Eastern State Parkway a few miles; and then east to the Berkshire region. Just east of the Taconic Tri-State Park, a fork is proposed, one branch of which would proceed directly to Worcester, Massachusetts, and would utilize the existing State Highway to Boston. The other branch would continue north through the Berkshire Hills to the Green Mountains, following that range to Canada. A logical extension of the Blue Ridge Parkway in a southerly direction would be to continue from near Asheville, North Carolina, direct to Stone Mountain, Georgia, which is but a few miles from Atlanta over existing highways.

The mountain top and flank location reduces land acquisition cost and provides a recreational area with considerable wilderness character easily accessible from metropolitan areas. Thus is projected a parkway of great scenic beauty, tapping regions of scenic wealth and traversing the eastern states along a natural route through the entire Appalachian range at a generally high, cool, healthful altitude.

There is attached a map showing the proposed location of the line all of which has been

reviewed in the field and has been found to be entirely feasible from a planning and construction standpoint.[1]

Sincerely yours,

[HAROLD L. ICKES]

[13:PPF 611:CT]

[1]Ickes' letter is a fair statement of Roosevelt's concept of scenic parkways. Many conservationists deplored his enthusiasm for mountain ridge roads because of their invasion of wilderness areas and because of the violence done the natural scene by the construction of the roads themselves. Roosevelt saw them as a means of permitting mass access to scenic areas. How much his own disability contributed to his interest in such highways is conjectural. One of Roosevelt's few public references to his inability to walk occurs in his speech dedicating the Whiteface Mountain Memorial Highway of Sept. 14, 1935. Here he noted that the road made ascent of the mountain possible for the aged and said also: "I wish very much that it were possible for me to walk up the few remaining feet to the actual top of the mountain" (Rosenman, ed., *Public Papers,* IV, 361).

705 SPEECH BY ROOSEVELT, Grand Forks, North Dakota, October 4, 1937

[Excerpt] GOVERNOR LANCER, MY FRIENDS OF NORTH DAKOTA AND OF THE NEARBY STATE OF MINNESOTA AS WELL: . . . In seeking the betterment of our farm population, no matter what part of the country they live in, no matter whether they raise cotton or corn or wheat or sugar beets or potatoes or rice, the experience we have today teaches us that if we would avoid the poverty of the past, we must strive today—not tomorrow—toward two objectives.

The first is called "better land use"—using the land in such a way that we do not destroy it or harm it for future generations, using it in such a way that it will bring to us the best year-in and year-out return as a reward for our labors. This we are doing at least in part today by various methods, by helping to educate the users of land, by putting back into grass or trees land which should not be under the plow, by bringing water to dry soil which has immense possibilities for profitable use, and by helping farm families to resettle on good land. The money we are spending on these objectives is already coming back in increased national income and will be repaid, in the long run, many, many times over.

The other objective is the control, with the approval of what I believe is the overwhelming sentiment of the farmers themselves, of what is known as crop surplus.

Any one crop, wheat or cotton or corn, is like any widely used manufactured commodity, like bricks or automobiles or shoes. If, for instance, every shoe factory in the United States were to run on a three-shift basis, turning out shoes and nothing but shoes day and night for two or three years, we would have such an enormous surplus of shoes in the United States that that surplus would have to be sold to the public, in order to get rid of it, at far less than the actual cost of manufacturing the shoes, and the same thing goes for wheat. Yes, the principle is the same whether it is shoes or wheat or cotton or corn or hogs.[1]

[SPEECH FILE:T]

[1]The text of this excerpt, which comprises somewhat less than one-fourth of the speech, is that of the stenographic transcript. Roosevelt made numerous departures from the reading copy (Speech File) in making the speech; cf. Rosenman (ed.), *Public Papers,* VI, 399-403, which follows the reading copy. This speech was one of a series made by Roosevelt in a trip to the West Coast and back, beginning with brief remarks at Clinton, Iowa, September 23, and concluding at Cleveland on October 5. He called the trip an "inspection trip": "I have taken one every year for the last four years and I have felt that it was right for me once more to go through the country and see how things

are getting on . . ." (Clinton, Iowa, Sept. 23, 1937, Speech File).

706 PRESS CONFERENCE, Hyde Park, October 6, 1937, 11:30 A. M.

[Excerpt] Q: Are we safe in assuming that wages and hours would come in for consideration by that Special Session, if there is one?

The President: If I were writing the story I would mention the principal things such as the crop thing, wages and hours, reorganization, regional planning and, by the way, on regional planning, of course it is easy to say "the little TVA's" but of course they are not.

Q: They are not?

The President: No, they are not TVA's. They are not at all TVA's. In other words, the TVA, under the Act, is given complete charge over a whole region, a whole watershed and, if a dam is to be built, the TVA builds it. When an electric transmission line is to be run, the TVA runs it. When there is soil erosion work to be done, the TVA does it, and the TVA is doing quite a lot of that replanting. When it is a question of building certain communities, you will notice that the TVA is doing it. In other words, it is a complete administrative agency for that region.

Now, the bill which Senator Norris has is an entirely different thing. It does not create any Board or Commission with administrative authority. It is merely a planning agency and, as the bill is drawn, it is nothing more than a planning agency.

Of course on the administrative end, things depend a good deal on how the reorganization bill goes through. Of course the idea of the reorganization plan originally was that there would be a Public Works Department. Now that has been eliminated but we can arrive at the same objective by an entirely different method by coordinating all of the public works agencies of the Government through the President's office so that after a plan for a region is made, the Congress and the President would then determine who would carry out the plan. Now, it would not be in one agency, necessarily. There might be a dam on the Columbia River, a new one, three or four or five years from now which had been recommended and which Congress appropriated for. Now, in all probability, that dam would be built by the Army Engineers or the Reclamation Service and not by the Columbia Valley Authority because that is only a planning agency. Do you see the distinction?

Q: The agency would determine how much of the program is to be carried out at any one time?

The President: No, the agency would only make recommendations to the planning agency of the President—the national planning agency under the White House.

[13:PRESIDENT'S PRESS CONFERENCES:T]

707 ROOSEVELT TO J. FREDERICK HAM, Millbrook, New York

[HYDE PARK] *October 20, 1937*

DEAR MR. HAM: I am delighted to have your note,[1] especially because of my long friendship for your splendid father.

We saw your pines the other day and your trees are nearly as old as the ones I first put in a

great many years ago. Some day when you are driving up this way I hope you will take a look at the experimental plantings I have made at Tompkins Corner where Violet Avenue and the old Creek Road meet.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 4935:CT]

[1]Oct. 18, 1937 (PPF 4935). Ham, a dairy farmer and at this time a field officer of the New York State Agricultural Conservation Program, referred to Roosevelt's visit on October 16 to a planting of pines near Washington Hollow, New York, set out by Ham's father.

708 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *October 25, 1937*

DEAR MR. PRESIDENT: As you know, one of the most significant recent industrial developments in the South is that represented by an investment—which has already reached some 100 million dollars or more—in new pulp and paper plants now being built there.

This new development depends on southern forests which for decades have furnished raw material for naval stores and many other forest industries vital to the South's present and future social and economic welfare, and competitive demands on those forests are now such that I have felt impelled to sound a distinct note of warning.

I am sure you have this situation in mind, in connection with your conference at Warm Springs with southern Governors. But pulp and paper developments have been so rapid in the South, and consequences may well be so far reaching and so unfortunate, that it occurs to me you may wish to review the situation, very briefly, before you leave for Warm Springs. I have asked Mr. Silcox, Chief of the Forest Service, to prepare a brief summary, and a map showing the new pulp and paper mills in relation to existing forest industries and forest resources. We will be glad to lay them before you whenever you wish us to do so.

Sincerely,

H. A. WALLACE

[Notation: A: LE HAND] Mac—arrange for Wallace & Silcox to see me on this—P[1]

[13:OF I—C:TS]

[1]A meeting was arranged for Nov. 5, 1937 (PPF I—O).

709 PRESS CONFERENCE, Hyde Park, October 26, 1937, 4:30 P. M.

[Excerpt] The President: I will give you a story. I received the other day twelve flower pots from the Sequoia National Forest, and a lot of cones of various West Coast evergreen trees, and tomorrow I am having a ceremony and planting them. They are about eight inches high. I am going to plant them out by the tennis court to see whether they will grow. They are sugar pine, western cedar, sequoia, lodge pole pine, and some other kind of pine. And we are having a planting ceremony tomorrow and we are also taking the cones apart and trying them

in the greenhouse. You remember in Yellowstone, those hillsides where there were those perfectly straight trees? They are lodge pole pines. They may not grow in this climate, for they came from a level where they have snow and ice, and we hope they will grow here.

Q: Are you planting redwood?

The President: Yes, I am expecting some seeds from the Olympic peninsula and I thought I would take them to the pond in the back woods and plant the redwoods around it and call it Lake Crescent.

I don't think anything is going to happen this week except Morgenthau and Bell.[1] I think for the rest of the week, except for Friday evening, I am going to be almost free. It will be very dull, getting lots of sleep and driving around planting lots of trees.

[13: PRESIDENT'S PRESS CONFERENCES: T]

[1]Secretary of the Treasury Morgenthau and Acting Director of the Budget Bell had an appointment with Roosevelt on October 29, and Bell had a second appointment on November 1 (PPF I—O).

710 IRVING BRANT, EDITOR OF EDITORIAL PAGE, ST. LOUIS *Star-Times*, TO ROOSEVELT

[ST. LOUIS] *November 19, 1937*

DEAR MR. PRESIDENT: I have received enthusiastic reports about the sentiment for the Mt. Olympus National Park which you stirred up in the state of Washington. It also appears that what you said about selective cutting is being interpreted in ways that must have been far from your meaning, and this is creating a dangerous situation.

The Port Townsend Chamber of Commerce national park committee has sent you a letter (published in the Port Angeles *Evening News* of October 29) which in half a dozen details is too artistic a work of deceit to have come from any source except the Forest Service.[1]

The main trouble appears to be that selective cutting as you understand it—the Black Forest variety—and selective cutting as practiced on the Olympic peninsula—are two entirely different propositions.

A few years ago I went to the Forest Service office in Portland and urged the adoption of selective cutting of the kind you have in mind. They told me that in forests of the Olympic type this was an impossibility. Owing to the enormous size and dense growth of trees, the felling and dragging out of one tree destroys or damages scores of others. The slash is so tremendous that it cannot be piled, but must be burned as it lies on the ground. Opening the forest by partial cutting exposes the remaining trees to windthrow. Finally, Douglas fir will not reproduce in shade. All of these factors, they said, force them to cut down everything if they cut anything. This is true even where tractors are used in place of high leads—tractors merely increase the salvage.

So, the Forest Service officials told me, they had developed a special kind of selective cutting in the Olympic region. It consists of cutting everything on selected areas. It is the only kind of selective cutting that can be practiced in these huge, dense forests, but it absolutely destroys the forests as scenic assets.

When you talked with the Forest Service officials about selective cutting, did they tell you the same thing about it that they told me? Or did they indorse selective cutting, saying nothing

about what they mean by it in the Olympic National Forest, and thus encourage you to make a statement which they are now using to put over a plan of commercial use that would destroy the forests you want to save?

Since the forests within the proposed park are not needed for the economic life of the Olympic peninsula, where sawmills are doomed anyway and pulpwood is growing four times as fast as it is being cut, I hope you will capitalize on the principal effect of your trip around the peninsula, which was to put emphasis on a large park, and that you will check the misuse of your other statements. This can be done, I think, by a few words to Congressman Wallgren. The people of the state of Washington, aside from the lumber interests, want the finest park obtainable.

I believe that the National Park Service ought to be kept clear of commercial activities, except for the public visiting the parks. If the Park Service cuts timber and sells it commercially, it will open the way to the same gradual infiltration of a commercial point of view that has been taking place in the Forest Service during the past twenty years. If this is permitted in one park, it will be an entering wedge for commercial encroachments elsewhere, and it is only by rigid adherence to non-commercial uses that the park system has been saved from a break down of standards. A breakdown would come more quickly if the Forest Service should be given jurisdiction within the parks. I know that these are results you do not want.

Last Wednesday I attended a meeting in Chicago devoted to aiding your program of government reorganization. Some of the others who were there are hoping to talk with you about it, but I cannot be with them. I believe that the most far-reaching results will flow ultimately out of changing the name of the Interior Department to Department of Conservation, by establishing standards which the department must live up to under all Presidents, but this will not come about unless you get the power to regroup bureaus without hampering restrictions by Congress. I hope you will stick to this feature of your proposals, no matter what compromises may prove necessary in the entire undertaking.

Yours sincerely,

IRVING BRANT

[13:OF 6—P:TS]

[1]Not found in the Roosevelt papers.

711 ROOSEVELT TO NELSON C. BROWN, New York State College of Forestry, Syracuse University, Syracuse, New York

[WASHINGTON] *November 22, 1937*

DEAR NELSON: Many thanks for yours of the sixteenth.[1] I think much the best thing for us to do is to get five hundred beeches from the F. W. Kelsey Nursery Company at $45.00 per thousand or a total of $22.50.

That means that Mr. Plog could set them out in the two places indicated, putting in each location two hundred and fifty trees spaced nine or ten feet apart, thus covering about half an acre in each locality.

I am glad you found the trees doing so well and I am delighted with your plans for the winter woods work and spring planting.

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:PSF:HYDE PARK:CT]

[1]Brown had written concerning future tree planting on the Roosevelt estate and had enclosed a "Summary of Plans for Winter Woods Work and Spring Planting in 1938, Roosevelt Place, Hyde Park" (PSF: Hyde Park). He discussed the difficulties of getting benches wanted by Roosevelt, and concluded: "Altogether the trees made a most excellent showing during the past favorable year and I am very happy to report that most of them are doing very well, excepting in the tamarack swamp where the growth of weeds and sprouts was so vigorous last year that the planted trees had a pretty tough time of it."

712 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON *[November 27, 1937]*[1]

DEAR MR. PRESIDENT: Both directly and indirectly I have been informed that the leading farm and conservation organizations are greatly concerned about one phase of your proposal to reorganize the government. These organizations approve about 99 per cent of your reorganization proposal. They have appreciated enormously your unprecedented interest in agriculture and conservation. Nevertheless, their opposition to one phase of your reorganization plan furnishes an opening which may seriously split your forces and even endanger other phases of your program. They are against the proposal to change the name of the Department of the Interior to the Department of Conservation.[2]

The following organizations are among those against the proposal: American Farm Bureau Federation, National Grange, National Cooperative Council, National Farmers' Union, Farmers' National Grain Corporation, American Agricultural Editors Association, Association of Land Grant Colleges, Izaak Walton League (and other wildlife organizations), American Forestry Association (and other forestry and conservation organizations.)

(And may I add that I know of no agricultural, or forestry, or conservation organization of any strength or standing that is in favor of the Conservation Department proposal.) To be honest, I must admit that I am in sympathy with the point of view of these organizations toward the Conservation Department proposal. I do not see how agriculture and conservation can be divorced, nor why they should be. Nevertheless, I have refrained from stating my views publicly. I have asked all officials of the Department of Agriculture to adopt the same course. This course, however, is rendered increasingly difficult by two facts:

1. The Department of the Interior has carried on a concerted campaign of propaganda which clearly urges the transfer of many land use functions of the Department of Agriculture to another government department. This campaign has grown bolder under the guise of upholding your endorsement of the Brownlow Committee report which calls for the establishment of a Department of Conservation. The campaign has culminated in a radio speech by the Secretary of the Interior, who has again attacked all opponents of the idea as agents of special interests and enemies of conservation. Whatever Secretary Ickes' intentions, the result of his campaign has been to stir the farm and conservation organizations to deep resentment and united action.

2. The farm and conservation organizations have construed my silence to mean consent. They are asking where I stand. The letter from H. H. Chapman, President of the Society of American Foresters, which I handed you several days ago illustrates the situation. I attach

hereto another copy of this letter and my proposed reply.[3] In ordinary circumstances they might subscribe to my feeling that differences of opinion between administration officials should be settled inside the administration, but they protest that Secretary Ickes has gone too far for that attitude to govern the present situation.

Let me say at once that I have given and will give the warmest possible support to your effort to reorganize the government. The need is pressing. I agree that we must have more efficiency and greater harmony in government. I feel keenly that you are harassed, day in and day out, by jurisdictional disputes which ought never to arise.

The long-standing conflicts between the Departments of Agriculture and the Interior usually have involved the land use functions of government. Somehow we shall have to solve the problem of properly locating these major land use functions within the government if we are to end the conflict.

I wish therefore to propose for most serious consideration a plan which in my judgment would finally bring harmony into the relations of at least the Departments of Agriculture and the Interior.

The premises of the plan are these:

Our government is engaged in a vast land use program looking toward the wise husbandry of our land resources, both public and private. In such a program some land must be in trees, some in grass, some in farm crops. Whether the land be in public or private ownership the problems are the same, the solutions demand scientific and economic information, and the programs must be manned by persons trained in the agricultural and related sciences.

Erosion must be controlled on grass land, forest land and crop land. No matter who owns the land, the scientific techniques are the same. Grazing must be controlled on both grass land and forest land, public and private. Fertility must be conserved on all. Human needs must be considered. Most of the people who live on and use the land are farmers. The Federal government cannot do the job alone. It must have the cooperation of state governments and millions of farmers and stockmen. That cooperation in solving our land use problems cannot be obtained if the federal part of the effort lacks unity and harmony.

I can see but one solution: the transfer to the Department of Agriculture of the Grazing Administration, the agricultural phases of the Reclamation Service, the General Land Office, and the National Parks. That would at once bring harmony and unity in land use programs. On the other hand, harmony in land use cannot be achieved by transferring three or four bureaus from the Department of Agriculture to a Department of Conservation. Such transfer would only increase the disunity, frictions and duplication of effort now extant. The Department of Conservation would have to have its own plant experts, its own animal experts, its own soil experts, its own agricultural economists, its own research organizations. If it used the resources of the Bureau of Plant Industry, of Animal Industry, of Soils, etc., the present frictions still would exist but in an intensified form. As it now stands, the Department of the Interior, in order to administer grazing, national parks and railroad lands, has added plant experts, livestock experts, foresters, agronomists, etc., all of whom perform functions better done in the Department of Agriculture.

To accomplish these transfers to the Department of Agriculture two small modifications in the bill now before Congress would be required:

1. Deletion of the section which provides for renaming the Department of the Interior the Department of Conservation.

2. A change in the definition of agriculture as expressed in the bill.

I am not urging an increase in the size of the Department of Agriculture. I am perfectly willing to surrender such parts of it as do not contribute to what I conceive to be the functions of a department of agriculture—to administer those branches of government which have to do with land use, the welfare of people on the land, and with growing things and living things that depend for life upon the soil and what grows from it. The budgets of certain bureaus in this department which could reasonably be transferred greatly exceed those of the bureaus which I suggest be transferred from Interior to Agriculture.

I believe that the majority of farm and conservation groups would heartily support reorganization if their concern respecting agriculture and conservation were eliminated. But if the bill remains as it is, my own silence and the silence of officials of my department will not restrain the active opposition of these groups. They feel that agriculture will be split wide open, that conservation will be endangered, that a wise land use program will be impossible. They do not see how private and public lands can provide a basis for divided jurisdiction when the two are so inextricably interwoven physically, economically, and socially. They fear that such a basis for division would in effect result in two departments of agriculture—one for public lands, to be known as "Conservation," the other for private lands, to be known as "Agriculture,"—with eastern farmers looking to one and western farmers looking to the other, with interminable conflicts and overlapping of functions. They are certain that changing the name of the Department of the Interior to the Department of Conservation will make it certain that in future administrations Secretaries of that Department will have a legal sanction for continuing efforts to gain control of many of the myriad functions which the Department of Agriculture properly should exercise.

You, Mr. President, are at present recognized as the real conservation leader in this Nation. I do not wish to see any change in public sentiment in this regard, particularly on the part of the farm and conservation organizations which long have fought for conservation principles and which on many counts are among your most earnest supporters.

The opposition so rapidly developing against this one phase of your reorganization plan may result in deep-seated resentments. The conservation organizations wield considerable power and their opposition may easily be a rallying point in Congress against you and the possible defeat of the whole reorganization plan. That opposition can be turned to support by the two modifications of the pending bill suggested on the preceding page.

May I have your permission to approach congressional leaders on the two changes above proposed?

In this way I believe you can attain the most harmony and efficiency in government and the widest support from farm and conservation groups in carrying out your reorganization and other programs.

Respectfully yours,

H. A. WALLACE

[Notation: A] F 11/27/37

[13:OF 285—C:TS]

[1]In the absence of a date, the filing date has been used.

[2]The President's Committee on Administrative Management (see *ante,* 581 n.) had proposed that a department of

conservation be created to administer the public lands and to enforce the conservation laws. Wallace opposed this because it meant the transfer of the Forest Service to the new department and for the other reasons stated in this letter. The Reorganization Act of 1939 did not, however, make the creation of a conservation department mandatory and it was not included in any of the reorganization plans adopted under the act.

[3]Chapman's letter to White of Oct. 26, 1937, attacked Ickes' proposal for a conservation department and raised the question whether the Department of Agriculture had "ever really grasped the significance and importance of the broad program of soil conservation" that was implicit in its responsibility for the public lands. Wallace, in his proposed reply (present as an undated carbon copy), said that conservation was "not the function of one agency but a fundamental underlying social principle of governmental action," and that there would be opportunity in the Congressional debate on the plan for consideration of all points of view.

713 JAMES D. LECRON, ASSISTANT TO THE SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON, *November 29, 1937]*[1]

DEAR MR. PRESIDENT: Reference is made to Miss LeHand's note of November 23 and the attached copy of a letter to Senator Fletcher of October 1, 1935.[2]

The matter of forest credits has been of active interest to this Department for several years. Our first formal action was the inclusion of a forest credit item in the forest program of the Department reported to the Senate March 30, 1933 (Senate Document 12, 73rd Congress).[3]

National Recovery Administration legislation and the inclusion of Article X in the Lumber Code resulted in two conferences on forest conservation, held in October, 1933 and January, 1934, by representatives of the lumber and timber products industries and of public agencies. A proposal for forest credit legislation was part of the programs recommended by the Forest Service and by the industrial agencies at these conferences and included in the continuing legislative effort which, with your general approval, followed the conferences.

It having been early concluded that a self-supporting credit institution (probably a division of the Farm Credit Administration) rather than one drawing continuously on tax funds would be the most appropriate agency, the Farm Credit Administration and the Forest Service of this Department entered into a careful study of the appropriate and most economical methods of providing credits for sustained yield forestry. The general conclusions were given to Senator Fletcher by the FCA early in 1935 and made the basis of a tentative draft of legislation submitted to you with his letter of May 25, 1935. Senator Fletcher's letter with draft of the bill was submitted, on June 4, 1935, to this Department by Acting Director Bell of the Budget Bureau with a request for a report. Our report favoring the legislation subject to certain minor changes was submitted to Mr. Bell on June 26. On July 29, 1935, S. 3417 was introduced by Senator Fletcher embodying the general provisions of the draft previously submitted to you. On August 25, 1935, Representative Caldwell introduced an identical bill, H. R. 9197, in the House of Representatives.[4]

On September 28, Acting Director Bell returned the above-mentioned report to this Department with the statement that it was your desire that this matter be discussed with the Treasury with a view to determining a satisfactory method of handling the financial aspects of this problem. Such discussion was held on October 10, 1935 between Governor Myers of the Farm Credit Administration, Mr. Silcox of the Forest Service of this Department, and Mr. Coolidge of the Treasury, together with other officials of these agencies. A financial program apparently satisfactory to the Treasury was formulated. On December 13 Secretary Morgenthau wrote Governor Myers that after due consideration there seemed no objections to extending the credit facilities of the FCA for the purposes of S. 3417 providing no new bond

issues were authorized.

Following further intensive study by the interested agencies revisions needed in the Fletcher bill were agreed upon between the FCA and this Department and embodied in reports by Governor Myers of the FCA to Senator Fletcher as chairman of the Senate Committee on Banking and Currency, and to Chairman Jones of the Agricultural Committee in March, 1936. Reports concurring in the recommendations of the FCA were also prepared by this Department. These reports were, however, never released by the Budget Bureau to the Senate and House committees.

This Department believes that a new bill embodying the general principles of the Fletcher bill but containing the revisions recommended by the FCA and this Department early in 1936 and such other changes as may now seem necessary should be prepared. Cooperative arrangements between the FCA and this Department are in effect whereby such a draft can be prepared on short notice.

The proposals of this Department from the very beginning have been that the forest credit agency should be set up for the sole purpose of financing both large and small forest properties definitely managed under sustained yield practices in order to support stabilized employment and contribute continuously to community welfare.

Very sincerely yours,

[JAMES D. LECRON]

[13:PPF 64:CT]

[1]The supplied date is that of LeCron's covering note to Miss LeHand.

[2]Miss LeHand's note (Nov. 23, 1937, PPF 64), asked for information about the Fletcher bill in connection with the preparation by Rosenman of the *Public Papers and Addresses.* The letter to Fletcher is printed *ante,* 428.

[3]*A National Plan for American Forestry* (Washington, 1933).

[4]The two bills were introduced on Aug. 14 and 21, 1935, respectively *(Cong. Rec.,* 74th Cong., 1st sess., 79:12, 23032; 79:13, 14042).

714 FRANCIS C. HARRINGTON, ASSISTANT WORKS PROGRESS ADMINISTRATOR, TO JAMES ROOSEVELT, SECRETARY TO THE PRESIDENT

WASHINGTON, D. C., *December 6, 1937*

DEAR MR. ROOSEVELT: In memoranda of August 21 and September 13, 1937, to the Works Progress Administrator, copies of which are attached, the President gave certain instructions regarding projects for the construction of sanitary sewers. In substance these instructions were to the effect that such projects should not be constructed where untreated sewage would be discharged into creeks and rivers.

In the application of the instructions a number of questions have arisen which I hope to have an opportunity to discuss with you in some detail. In general, however, it may be said that a literal application of the instructions will result in the disapproval of certain projects which, if carried out, would bring a definite improvement in health conditions.

The governmental agency which is best fitted to pass upon the technical questions in this

regard is the Public Health Service and, to a some what lesser degree, the Water Resources Committee of the National Resources Committee. I have, therefore, discussed this matter with Dr. Thomas Parran, Jr., Surgeon General of the Public Health Service, and Mr. Abel Wolman, Chairman of the Water Resources Committee of the National Resources Committee.

As a result of this discussion, I am attaching a suggested memorandum for the President's signature which, in effect, would permit the submission of projects for sewer construction in those cases where the Public Health Service believes that a definite improvement in public health conditions would result, and would permit carrying to a useful state of completion the unfinished projects on which the Works Progress Administration is now working.

The suggested memorandum has the concurrence of Dr. Parran and Mr. Wolman.[1]

Very truly yours,

F. C. HARRINGTON

[Notation: A: FDR] *No* Except as Tie in on Permanent Sewage Sewage *[sic]* disposal.[2]

[13:OF 444—C:TS]

[1]The proposed memorandum would have modified the President's directives so as to permit the construction of sewer projects which tended "to eliminate conditions which are a menace to public health without adding appreciably to the volume of untreated sewage which now enters creeks and rivers."

[2]Answered *post,* 716.

715 MORRIS L. COOKE TO ROOSEVELT

PHILADELPHIA, *December 8, 1937*

MY DEAR MR. PRESIDENT: The revised Drainage Basin Report, which will presently be before you, is a very great improvement on its predecessor.[1] But it will not be, I believe, in your sense a comprehensive plan for flood control. Apparently it will again be mainly an inventory of separate, unrelated projects—a reservoir here, a dam there—and will not, on the basis of intelligent, farsighted planning, present a balanced picture of what really needs to be done downstream, upstream, and *on the land.*

Criticism of the previous report has been so severe, of course, that some discussion on erosion control and run-off retardation will no doubt be included. But the engineers who worked on the redraft have not changed in their complete reliance on dams and levees downstream. Everything else seems to them unimportant largely because you cannot now forecast quantitatively, to the decimal point, the effect that a coordinated system of upstream engineering and land management will have on major flood crests. Upstream data does not yet figure in the engineers' handbooks.

My information is that the report will not propose for a single area, a coordinated upstream development.

You fully realize that if we are to survive we must eventually learn to harness the streams from the headwaters to the sea, keeping as much water as we can in the natural reservoir of the soil. We shall build dams in the smaller streams firstly, to replenish our water reserves and then to provide for flood and low water control, irrigation, recreation, and power. Further

I will not expect important progress until we have passed the stage of "jobbing" work upstream. We must standardize these developments and so make mass construction possible.

I hope in your covering message, you will find it possible to speak both hopefully and forcibly of the upstream problem with or without the immediate cooperation of my profession.[2]

Yours very sincerely,

MORRIS LLEWELLYN COOKE

[13:OF 1092:TS]

[1]Water Resources Committee, *Drainage Basin Problems and Programs: 1937 Revision* (Washington, 1938). The original report was issued December, 1936.

[2]Answered *post*, 719.

716 JAMES ROOSEVELT, SECRETARY TO THE PRESIDENT, TO FRANCIS C. HARRINGTON, ASSISTANT WORKS PROGRESS ADMINISTRATOR

[WASHINGTON] *December 10, 1937*

DEAR COLONEL HARRINGTON: In discussing your letter of December sixth, the President has asked me to transmit the message to you that he will not approve any projects for construction of sanitary sewers unless the work to be done is of a permanent character and lending itself to ultimate development of sewage disposal plants and will not become obsolete or have to be torn up at a later date.

With my best wishes to you, Very sincerely,

[JAMES ROOSEVELT]

JR—KG

[13:OF 444—C:CT]

717 ROBERT FECHNER, DIRECTOR, CIVILIAN CONSERVATION CORPS, TO ROOSEVELT

WASHINGTON, D.C., *December 10, 1937*

DEAR MR. PRESIDENT: On July 28, 1937, you sent me a memorandum part of which reads as follows:

> While it is legal to undertake projects on land belonging in private ownership, I think it is a great mistake to do any more of this than we can possibly help. There are some cases where the cutting of firebreaks, for example, the privately owned forest lands, will safeguard publicly owned lands against fire, but it is difficult to say to one private owner "We will work on your land" and to his neighbor say "We will not work on your land."

Immediately on receipt of this memorandum I took up with the technical agencies cooperating in CCC work the question of the amount of work that our CCC camps were doing on private land. When I had received a report from the Department of the Interior and the Department of Agriculture I wrote you under date of August 21st, 1937, setting forth in

considerable detail just what our camps were doing on private land. On August 24, 1937 you sent me a memorandum approving the program as I had outlined it. On November 17, 1937 Senator Pat McCarran of Nevada personally called at my office in company with several gentlemen from his state and presented a petition from the Walker River Irrigation District, Yerington, Nevada, in which we were asked to place one or more CCC camps on the Irrigation District area to build new irrigation ditches and repair already existing irrigation ditches.

This was purely a privately owned irrigation district. Any work that we did on the area would be for the sole benefit of the private landowners or landusers in the district. I doubted if work of this character would come within the scope of what you felt would be desirable and justifiable for the CCC to engage in. Therefore on the same date November 17, 1937, I addressed a letter to you briefly outlining what the Senator and his constituents wanted to do. On November 21, 1937, you sent me a memorandum reading as follows:

The answer is "no." Do not extend these irrigation projects on private lands except in very rare cases in dry areas where the farmers are practically on relief."[1]

This confirmed my understanding of the type of work which you did not feel was proper for us to engage in. An identical condition exists in privately owned drainage ditch associations. These associations are organized for the identical purpose of reclamation districts except that they are designed to accomplish the opposite purpose. Reclamation ditches put water on the land, drainage ditches take water off of the land. The drainage ditch associations are wholly privately owned and any work we did on them would be solely for the benefit of private landowners.

On receipt of your memorandum of November 21, I addressed a joint letter to the representatives of the Secretary of the Interior and the Secretary of Agriculture on my Advisory Council directing that in the further reduction of operating CCC camps to discontinue all Civilian Conservation Corps work on privately owned reclamation districts and drainage ditch districts.

On December 9th during a conference that you had with several members of Congress including Honorable T. Alan Goldsborough of Maryland, Mr. Goldsborough brought up the subject of discontinuing CCC work on privately owned drainage ditches. The Congressman understood from you that you were not opposed to CCC work on this type of project.

We have at the present time approximately 42 CCC camps engaged wholly on drainage ditch projects and a total of approximately 34 camps engaged wholly on Bureau of Reclamation projects. In order that I may clearly understand your desires in the matter I will appreciate it if you will let me know whether or not we should continue these two types of work.

Sincerely yours,

ROBT. FECHNER

[13:OF 268:TS]

[1]The memorandum is quoted in full (OF 268). See below.

718 ROOSEVELT TO ROBERT FECHNER, DIRECTOR, CIVILIAN CONSERVATION CORPS

[WASHINGTON] *December 13, 1937*

MEMORANDUM FOR MR. FECHNER: Will you get me the information in regard to Congressman Goldsborough's privately owned drainage ditches. Is it a cooperative association? How are they financed? What kind of land are they using, etc?

F.D.R.

[13:OF 268:CT]

719 ROOSEVELT TO MORRIS L. COOKE, Philadelphia

[WASHINGTON] *December 14, 1937*

DEAR MORRIS: I am glad to have your slant on the coming Drainage Basin Report.[1] When it is completed I wish you would let me have a two or three page memorandum on where it fails to cover the whole subject.[2]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 1092:CT]

[1]*Ante,* 715.

[2]Answered below.

720 MORRIS L. COOKE TO ROOSEVELT

PHILADELPHIA *[December 20, 1937]*

MY DEAR MR. PRESIDENT: The Drainage Basin Report deals with reclamation, drainage and other subjects not directly related to flood control. Possibly you will want to comment on some of these other phases. The enclosure, sent in answer to your letter dated December 14, is a suggestion as to what might possibly be said in comment on the flood—and erosion—control aspects of the report. After all, this is, or should be, the dominant theme in our watershed thinking and planning. I have assumed that you would want to stress soil and water conservation.

My contacts with this subject to date recall a comment of a former colleague in a different field: "We make progress steady by jerks." Thanking you for this opportunity to serve a good cause, I am,

Yours very sincerely,

MORRIS LLEWELLYN COOKE

[13:PPF 1820:TS]

721 ***[Enclosure]***

On April 28, 1937, I indicated that I would present to the Congress in January 1938 a plan for

flood control in the Ohio-Mississippi Basin. Again, on August 9, 1937, I said that I would also present to the Congress a comprehensive national plan for flood control and prevention and the development of water and soil conservation. These plans are included as a part of the revised report on Drainage Basin Problems and Programs.

The text of this report describes the importance of land management and engineering works in tributaries as well as in the main streams, as measures for water control and use. However, the projects recommended for immediate consideration deal for the most part with the engineering phases of water regulation in the downstream channels. These projects constitute a 6-year program, which will be revised each year to make it more comprehensive and to keep it current.

Experience and exhaustive data on downstream engineering have been acquired over a period of many years. More recently experience and data relating to conservation farming practices which control run-off and reduce erosion are being added to our information bearing on downstream control—even though such information has not yet reached the engineering handbooks.

Improper land-use practices increase both the speed and volume of run-off, with injurious consequences to agriculture, the range, volume and purity of the water supply, river ways and channels, dams, reservoirs, and the control of floods. Proper land-use practices and upstream engineering such as contour cultivation, terracing of sloping fields, check-damming of gullies, appropriate crop rotations, reforestation, and dams and other works in smaller streams, will hold much of the water where it falls, and retard the flow of the rest, so as to derive its benefits and avoid its contributing to hazards.

If we can learn to view as a unit each river, its watershed sources, and the rainfall that flows off the adjacent lands, then by supplementing engineering structures downstream with measures for wise land use on the watershed, we can provide for the integrated development of the river and its watershed and secure the benefits of improved navigation, flood control, a stable agriculture, abundant electric power, and greater security for the people.

The objectives of the Ohio-Mississippi project, for example, may be reached more rapidly and completely if the great structures downstream are supplemented by widespread land management practices on the watersheds and engineering works in the tributaries of these great streams. The man along the river dreads the floods. But these terrifying masses of water do not simply fall into the river. The water falls on millions of acres upstream, downstream, all along the great basin. The man on the land upstream can contribute to the program of engineering downstream by slowing and timing the journey of the raindrop and keeping the soil out of stream channels and reservoirs. Vegetation, and engineering measures on the farm and in the small tributaries of the larger streams protect the soil, conserve water for crops and power development, and reduce the intensity of the waterflow.

The report properly recommends funds for additional study of this whole problem, especially for the Mississippi basin. The knowledge thus developed can be utilized to great advantage in further development of the program.

The report on Drainage Basins and Programs recognizes that it is essential to develop engineering projects downstream to avoid immediate hazards from floods, and to facilitate navigation and power development. Year by year this plan should be broadened to take into consideration the smaller tributaries of the large streams, the watersheds, and the people on the land. I believe this development must be continued until the scope of the single coordinated program extends from the headwaters to the sea.

[13:PPF 1820:T]

722 ROOSEVELT TO J. J. MCENTEE, ACTING DIRECTOR, CIVILIAN CONSERVATION CORPS

WASHINGTON, *December 20, 1937*

MEMORANDUM FOR J. J. MCENTEE, CIVILIAN CONSERVATION CORPS: In view of your memorandum of December seventeenth,[1] it seems clear that the main Maryland drainage ditches are operated by a public non-profit making authority and therefore C. C. C. work on them does not fall into the category of work on private land. We should be careful, therefore, not to do any work on the lateral ditches which are built and maintained by private landowners.

F.D.R.

[13:OF 268:CT]

[1]Describing CCC work on privately owned drainage ditches in Maryland (OF 268).

723 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *December 20, 1937*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: I am seeing the Southern Governors at lunch on January seventh. Can you let me have some more information about the alarming possibility of over-cutting in the Southern States, as a result of the large number of new pulp mills?[1]

F.D.R.

[13:OF 149:CT:COPY]

[1]Answered *post*, 729.

724 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *December 20, 1937*

MY DEAR MR. PRESIDENT: The following reports on the Colorado-Big Thompson project in the State of Colorado is made to you under the provisions of Section 4 of the Act of June 25, 1910 (36 Stat. 835) . . .[1]

The Colorado-Big Thompson project contemplates the construction of a system of reservoirs, canals, and a pumping plant on the western slope, a long tunnel through the Continental Divide, and a system of reservoirs, canals, and power plants on the eastern slope. By this means, the waters of the Colorado River and certain tributaries will be conserved on the western slope, diverted by tunnel to the eastern slope, re-stored there in a system of reservoirs, and later released to the Poudre, Big Thompson, and South Platte rivers, and to St. Vrain Creek for subsequent distribution through existing canals and ditches to 615,000 acres of land which now have an inadequate water supply.

Water Supply

The Colorado River and tributaries feeding the system have an average annual divertible water supply of 320,000 acre feet, derived principally from the spring melting of snows, which will be caught in a reservoir constructed on the Colorado River and will be used almost entirely as a supplemental water supply for the lands on the eastern slope. A replacement reservoir of 152,000 acre feet is to be built on the Blue River, a tributary of the Colorado River, to furnish an ample water supply for vested and future rights for irrigation and power that exist on the Colorado River below the mouth of the Blue River. By this means, the entire supply of 320,000 acre feet, mentioned above, will be made available for eastern slope use.

Reservoirs also will be built on the eastern slope. The storage in these reservoirs and the water diverted from the western slope will provide an adequate supplemental water supply so that the 615,000 acres of land in the project will have a sufficient irrigation supply except in very infrequent seasons. The furnishing of this supplemental supply will permit the raising of crops of a higher per acre value than those grown at present and will, as well, allow the production of more abundant crops . . .[2]

Objections to the Project

Attention has been given to the objections to this project by various persons and organizations interested in national parks. On November 12, 1937, I held a hearing which was well attended by the proponents and opponents of the project who were given an opportunity for open discussion. Regardless of the point of view of those who would preserve national parks unimpaired, the Organic Act which established Rocky Mountain National Park, approved January 26, 1915, reserved the right to utilize the park for irrigation purposes as follows: "The United States Reclamation Service may enter upon and utilize for flowage or other purposes any area within said park which may be necessary for the development and maintenance of a Government reclamation project."

Congress again expressed its will when it authorized the construction of the project and appropriated $900,000 in the Department of the Interior Appropriation Bill approved August 9, 1937.

Certain agreements which will benefit the park have been entered into informally and will be made binding before the commencement of the construction. These agreements involve the furnishing of a firm supply of water from the project to the park; free electricity for Government purposes; abstention from construction work within the park boundaries; and the right of the Park Service to pass upon plans and specifications where lands authorized to be added to the park are involved.

The objections of the persons on the western slope of the Rocky Mountains from whose watershed the water will be diverted to the eastern slope were withdrawn when the plans provided for a compensatory reservoir on the western slope where feasible.

At the conclusion of the morning hearings on November 12, after the principal arguments had been presented for and against the project, I made a statement summing up the situation which is faced by the Secretary of the Interior and the President. I am enclosing a copy of this statement for your information.

Findings Regarding Feasibility of Project

In view of all of the circumstances, the changes in the plans, and the care which will be exercised to avoid injury to the park, I find that the project is feasible from an engineering and economic standpoint and so declare.

In order to prevent the abandonment of developed lands, and also to improve economic conditions involving a population of 175,000 people in northeastern Colorado, I recommend that construction of the Colorado-Big Thompson project be approved and that construction be started at an early date.

Sincerely yours,

[HAROLD L. ICKES]

Approved: *[Stamped]* FRANKLIN D. ROOSEVELT 12/21/37

[13:OF 402:CT]

[1]An act to authorize advances to the reclamation fund. Omitted here is a quotation from the act.

[2]Omitted are several pages on the engineering features and construction costs of the project.

725 ***[Enclosure]***

[November 12, 1937]

Statement by Secretary Ickes

Secretary Ickes: I would like to make a short statement. I would like all of you to put yourselves in the position of the Secretary of the Interior. I do not say that I am speaking for the conservationists of America, but I believe that I am a conservationist. I have tried to carry out the principles of conservation since I took this office.

Many misrepresentations have been made about this project. It is not easy to make a decision, but I will ask you to put yourselves in my position. It seems to be forgotten by a good many of those who have spoken that Congress has spoken through statute, not once but more than once. We talk about the sanctity of treaties in the Rocky Mountain National Park. Senator Adams will testify with what disfavor he was received when he came into my office to propose this tunnel. Like Mr. Delano, I am not convinced that there should be the taking of water from one watershed to another. I am opposed to it, but it goes further than the National Park Service.

Now, no one will go further than I in preserving wilderness areas. We have too many roads in the National Parks, too many approach roads. I wish we had more wilderness areas; but this park came in with a condition, the condition being the creation of an irrigation project in the future. Now that is not open to dispute. Such a situation does not exist with respect to any other National Park. Under this Administration there have been proposed certain areas for parks with mineral rights reserved, but I have no interest in having some one digging up a National Park, no more than you do. This same situation exists at Big Bend. I have insisted as a condition precedent that mineral rights must be extinguished before it be brought in. But this condition was made and was accepted by the United States Government, and the condition is either good today or it is not good today.

Now, it might be said that the declaration of policies in two subsequent acts would be binding as against the original reservation. I am also able to see that that is arguable. But the reply would be that the appropriation of $900,000 for the specific purpose of starting to build this tunnel would be the most recent declaration of policy with respect to the Rocky Mountain National Park.

I do not see this eye to eye with Senator Adams. I think there is danger of creating a bad precedent. I agree also with Mr. Delano, and not with some of the others, that if we start a tunnel and have to have an air shaft, the argument of necessity will be made. I can hear the argument ring that we have been spending too much money already. I do not want to throw money away—there is danger in this thing.

The question has been raised as to whether this might drain the lake. I raised the question long ago, and had a careful investigation made by the Geological Survey.

I am not in agreement with the insinuations which have been made against the Bureau of Reclamation in the past, but I know under this Administration it is and has been an agency of conservation, and Mr. Page was not recommended for Commissioner until it was assured that he was a conservationist, nor until I satisfied myself on that point; and the President would not have made the appointment if he had not been sure of it. I have no reason to believe that Mr. Page is a proponent of this, he is only an instrumentality for this, and I agree with Mr. Delano, and not with Senator Adams, that this may not pay out.

The Congress can make and Congress can unmake laws. It can pass a law that a project must be self-liquidating, and Congress can change that law; the next session or two or five years from now, Congress can change it. I have said to western Congressmen who come to me on western Reclamation project matters, especially when they come in on the abatement of payments, that they were doing the greatest disservice and damage to Reclamation that could possibly be done. Just to the degree that it becomes necessary to ask the Government for a project on the assurance that it will be self-liquidating, and come in later years and say, "We cannot pay out, we want you to reduce our principal payments," just to that degree the people whose lives are dependent on reclamation are the people who are injuring reclamation. But they are doing it.

The Congress has passed a law authorizing the Secretary to set up a commission of three for studying the whole question as to whether there should be an abatement of payments—well, sooner or later, Congress will not be appropriating any more money for so-called self-liquidating reclamation projects that are not self-liquidating in fact.

I cannot follow my own will in this matter. I have to follow the law and I tell you very frankly that between the Bureau of Reclamation and the Park Service, I am for the Parks, but I am sworn to obey the law. Congress definitely appropriated $900,000 to start that Reclamation project. Now suppose I, for some trivial reason, would have to find that it was infeasible—I am afraid it would have to be trivial—would I be performing my duty? Are you not asking me to usurp powers that clearly belong to Congress? Congress says, "We will let the Park in on this condition," and then says, "You must go ahead and build a Reclamation project as provided by law, reservation for which was made by Congress."

Now, if I do this, I will probably go to the guillotine, but if I do go to the guillotine, how many of you would go with me? I am willing to go if any good would be served, but would I stop this project? What are we going to do about it? I have to follow the law. I wish the baby had not been laid on my doorstep, but it is there.

Now what I can do, and none of you are helping me in this, is to bring pressure to bear on Congress to get concessions, to get Congress to enlarge this area and take in a section of the National Forest. I know there is no reason why it should not go in. The National Forest Association comes in here and asks me to do something that it knows I can not do. We can get contributions if we insist on them and I will go to the point where I would be an annoyance to Senator Adams and the rest of the Colorado delegation in insisting that we get it in, but—taking this attitude won't get any of us anywhere. I can resign as Secretary of the

Interior with a grand gesture. I could do this, but my successor would be confronted with the same problem and would have to do it. Now that is what I am up against. Pray for me.[1]

[13:OF 402:CT]

[1]Cf. *Ickes' Diary,* II, 248-249. (The date of this statement is derived from the *Diary* entry.)

726 ROOSEVELT TO MORRIS L. COOKE, Philadelphia

[WASHINGTON] *December 29, 1937*

DEAR MORRIS: I am inclined to think that a Conservation Congress would be a good thing for the autumn of 1938—and I would suggest that it be held prior and not subsequent to election—in other words, about October tenth or fifteenth.

In regard to who should call it, I am not quite clear—certainly not a private organization.

If any decision can be held up for a week or two, I shall be glad to talk with you about it when you next come down. Any time after January eighth is all right.[1]

My best wishes to you for the New Year.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 177:CT]

[1]This was in reply to Cooke's letter of Dec. 27, 1937 (OF 177), to the effect that the American Academy of Political Science was contemplating the holding of a conservation conference late in 1938, the program to be devoted to outlining the measures necessary to stop "current depletions." Cooke referred to the proposal of the Mississippi Valley Committee in 1934 that a large-scale conservation congress be held in Washington, a proposal that was not pressed because some Government agencies did not favor it. He said that if the Administration had in mind the calling of a conference, he would persuade the Academy to delay an immediate announcement of its own plans.

727 ROOSEVELT TO JOHN H. BAKER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF AUDUBON SOCIETIES, New York City

[WASHINGTON] *December 31, 1937*

MY DEAR MR. BAKER: I have received your letter of December 8, explaining the urgency of the great white heron situation in Florida Bay.[1]

Apparently, under the terms of the Antiquities Act the urgency cannot be met by proclamation and, since we have no assurance that the proposed amendment to that Act can be consummated in time to serve this particular purpose, I believe special legislation is required.

I am prepared, therefore, to approve an Act of Congress extending the Fort Jefferson National Monument for the specific purpose of facilitating adequate, permanent protection of the great white herons and other wildlife of that environment.

Work of the National Association of Audubon Societies in the wildlife protection field is one of the worthy conservation enterprises in which I am personally interested.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 378:CT]

[1]Baker urged that either a national monument or a wildlife refuge be promptly established (OF 378). His letter was sent to both Ickes and Wallace for preparation of reply. Wallace replied Dec. 27, 1937 (OF 378), that he had asked the Interior Department's approval of an executive order to create the Great White Heron Refuge on Jan. 13, 1937, but that Interior had asked that this order be held in abeyance until it could "study the matter more thoroughly with reference to the inclusion of the area in the nearby Fort Jefferson National Monument." Wallace said that the establishment of the refuge would give protection to the great white heron, roseate spoonbill, American flamingo, and other birds, "some of which are on the verge of extinction." Ickes replied Dec. 29, 1937 (OF 378), that the area could not be included within the Fort Jefferson National Monument under the Antiquities Act, and that he had therefore prepared legislation for immediate introduction for the extension of the Fort Jefferson National Monument. A national monument would provide the best form of sanctuary because it would afford complete protection for all forms of life and for the environment as well. He enclosed a draft of reply, the letter here printed.

The Act for the Preservation of American Antiquities, enacted in 1906, empowered the President to set aside by proclamation public lands that contained "historic landmarks, historic or prehistoric structures, and other objects of historic or scientific interest" (34 *Stat.* 225).

728 JOHN C. PAGE, COMMISSIONER, BUREAU OF RECLAMATION, TO JAMES ROOSEVELT, SECRETARY TO THE PRESIDENT

WASHINGTON, *Dec. 31, 1937*

MEMORANDUM FOR COL. JAMES ROOSEVELT: This memorandum and the attached data are written in an attempt to describe the CCC program now under way and proposed by the Bureau of Reclamation and to reassure you and others that the operations conform to the principles governing CCC operations established by the President.

The CCC operations for the Bureau fall generally into two classes. First, the rehabilitation of the older irrigation systems and, second, assistance in the construction of new projects or new features supplementing facilities on old projects.

The original Reclamation law required the return of the Federal investment in irrigation projects in ten years, later extended to twenty years and now to forty years. Construction under the early law was done as cheaply as possible, expecting that when the investment was retired local funds could rebuild and replace the short-lived structures without hardship. Wooden headgates, culverts, bridges, etc. were installed instead of concrete and steel as is now the practice. With the repayment period extended to forty years the Federal investment is seriously jeopardized by the deterioration of the cheaper type of construction. A major CCC activity has been this replacement which is so essential to the Government because repayment by the water users does not transfer ownership or control of Reclamation projects from the Government. The end of the repayment period does not mark the end of an irrigation project. The irrigation systems are truly permanent assets of the state and of the nation and must be maintained in operating condition forever.

Federal reclamation was inaugurated only when the simpler, cheaper projects which were attractive to private investments had been largely developed. During the life of the Bureau the projects have become increasingly complex and expensive. Structure designs now

contemplate a minimum maintenance cost over long periods and the construction is of as permanent a type as can be justified. Feasible projects by old standards are more difficult to find and CCC help in reservoir clearing, small dam and canal construction often makes the difference between a cost which can be repaid in forty years, the present criterion of feasibility, and one which cannot, thus forcing the abandonment of very worthy projects and preventing the proper conservation of the water resources. This type of work is a major CCC activity of the Bureau and one which was specifically approved by the President in the particular case of the Deschutes project in Oregon.

Many lesser but still very important activities include the control of rodents and noxious weeds on irrigation property, the improvement of recreational opportunities on project reservoirs so sorely needed in the desert areas, the emergency assistance to communities stricken by flood and drought, and others of similar benefit.

Because of the diversified work programs in pleasant healthful surroundings, the maximum benefits accrue to the boys themselves. The Bureau camps are universally commended for behavior and accomplishment.

To summarize, the Bureau camps with very rare exceptions work on property permanently owned and developed by the Government on tasks to protect and enhance the security of the Federal investment. In times of emergency some work has been done which has reduced the expense of water users organizations, but these instances are rare and are incidental to the major activities.

The consequences of a curtailment of the Bureau CCC program are so serious and I so earnestly feel that the program truly conforms to the intent of the CCC act that I hope no curtailment will be necessary. I am confident that there would be no danger if the program were fully understood and appreciated.

May I ask your concurrence in my recommendation that the activities of the CCC camps be continued in accordance with the attached memorandum, which summarizes in some detail the program we wish to follow?[1]

JOHN C. PAGE

[13:OF 268:TS]

[1]Policy regarding CCC work on reclamation projects was settled by a memorandum, Fechner to James Roosevelt, Jan. 31, 1938, approved by the President Feb. 5, 1938 (OF 268). This memorandum restricted CCC reclamation work to Federally owned lands except where through "adversity" local interests could not finance the program. An effort by Fechner to secure equal treatment for reclamation and drainage projects was, however, unsuccessful (James Roosevelt to Fechner, Feb. 19, 1938, OF 268). Congressmen from states where the CCC had been operating drainage projects (in May, 1938, there were thirty-nine such camps in twenty-two states), protested the proposed closing of the camps, and on April 15, 1938, Senator Ellender (La.) introduced a bill (S. 3851) to amend the CCC act to permit work in organized drainage and irrigation districts. This bill died in committee. The policy finally established was that the CCC could do drainage work only in connection with lands "in organized drainage or ditch districts or associations" (McIntyre to Rep. Lewis Boyer of Illinois, June 2, 1938, OF 268).

729 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *January 5, 1938*

DEAR MR. PRESIDENT: I enclose the additional material about recent pulp and paper developments in the South, and the timber situation there, for which you asked on December 20. You may also want to consider the following highlights.

1. Except for Russia (which according to recent investigations will use all her own pulp for the next few decades), southeastern and northwestern United States, western Canada, and Alaska, there are no major reserve stands of softwood timber for pulp left in the world.

2. Pulp and paper developments in the South assume particular significance in view of this world-wide situation.

3. Added significance is given by the fact that world consumption of cellulose products from wood is estimated to have increased by some 3,400,000 tons in 1936 over 1935; that production of yellow pine for lumber (95% in the South) increased from about 3 billion ft. B. M. in 1932 to more than 7 billion ft. in 1936; that this increase may well be intensified by the need to meet the present housing shortage.

4. Pulp and paper developments in the South offer opportunities to establish firm foundations for a new and enduring prosperity there. But timber resources—both capital stock and growing stock—must be safeguarded for that and all other wood-using industries.

5. General approach to the forest situation in the South has been similar to past approaches in other regions—that forests are unlimited. This is not true.

6. There are indications of pulp and paper developments in the Piedmont territory (a rayon mill in North Carolina, a newsprint mill at Rome, Georgia, another at Lufkin, Texas) but most pulp and paper operations in the South are concentrating on the coastal plains. It is unsound to apply to this restricted area figures for forest growth and drain for the South as a whole.

7. Besides capital investments in wood utilizing industries, the situation involves employment of a large proportion of the southern population. It also affects associated agriculture.

8. The situation is serious. Protection of public interests is required. In this, we must face (a) extension of public ownership to certain key areas; (b) extension of public cooperation with private owners (protection from fire and diseases) including farmers; (C) public regulation, both to protect vital public interests and to assure protection to the private owner who wants to crop his forest on a sustained yield basis but now has no protection from unfair competition by those who continue forest exploitation.

You realize, I know, that the situation is involved, and that many figures from many sources can and may be used. I have, therefore, asked Mr. Silcox to stand by on January 7, in case you wish him to attend your conference.[1]

Sincerely,

H. A. WALLACE

[13:OF I—C:TS]

[1]According to press reports, the principal purpose of the January 7 meeting was to persuade the southern governors to support the Administration program for minimum wages and hours. Referring to the meeting at his January 14 press conference, Roosevelt said, "There seemed to be a very favorable reaction to all the things we are working towards, including wages and hours and the saving of the forests" (President's Press Conferences).

730 ROOSEVELT TO HENRY T. MCINTOSH, CHAIRMAN, REGION 3, NATIONAL RESOURCES COMMITTEE, Atlanta

WASHINGTON, *January 10, 1938*

[Telegram] Those concerned with planning for the conservation of our resources in the Southeast have an opportunity to further sound forestry practices in connection with the growing pulp industry. I wish your conference success in the furtherance of broad scale planning and conservation work.[1]

FRANKLIN D. ROOSEVELT

[13:OF 1092:CT]

[1](Drafted by Frederic A. Delano, vice chairman of the National Resources Committee.) The telegram refers to a conference of State Planning Boards and governors in Atlanta on Jan. 11-12, 1938, arranged by the National Resources Committee. At a conference with the NRC Advisory Committee on Jan. 8, 1938, Roosevelt "expressed his interest and concern over the forestry practices developing in the Southeast through the establishment of pulp mills" (Delano to James Roosevelt, Jan. 10, 1938, OF 1092).

731 JEAN SHERWOOD HARPER TO MRS. ROOSEVELT

SWARTHMORE, PA., *January 10, 1938*

DEAR MRS. ROOSEVELT: Another emergency has just arisen in Okefinokee Swamp. We don't want to bother the President at a time like the present, but something simply must be done at once, to stop the Biological Survey in its insane destructiveness.

The Government acquired the Okefinokee for a wild-life refuge, and the Chief of the Biological Survey has protested time and again that they aim to preserve the "pristine quality" of the swamp.

Last year, however, they planted a lot of Asiatic chestnut trees in various parts of the swamp. When we protested to the President, the chestnut trees had to be grubbed out again, while the Survey renewed its pledge about keeping the swamp primeval.

That pledge was evidently quite worthless. For we have just received word of another and far greater project of insane vandalism—to cut down all the big pine trees on Chesser's Island. This is one of the very few islands in the swamp where the timber has remained largely untouched, and we and other naturalists have made very special efforts to keep it so. We ourselves own 15 acres of those lovely piney woods on Chesser's Island, and go there to enjoy them at every possible opportunity. We simply can't bear the idea of having the pines cut down all around our tract. The scheme is so utterly senseless that it taxes the imagination to understand the type of mind that could plan it.

Furthermore, we hear that the Government plans to build a paved highway right across Chesser's Island to its western edge. This alone would ruin the island for ourselves and our friends the Chessers. There is no conceivable use for such a road that would justify the expenditure of Government funds on it. It is not only quite needless, but its construction would be thoroughly detrimental to the wilderness value of the area. It looks like just another case of giving the CCC something to do, no matter how much destruction it involves. It is just as important to stop this road-building as to stop the timber-cutting.

The Biological Survey, as at present organized, is a thoroughly unfit guardian of our wilderness areas and wild life. And no CCC camp should be tolerated in a place like the Okefinokee.

May I implore you to do whatever you can to preserve natural conditions in the Okefinokee from this new and senseless attack?[1]

Sincerely yours,

JEAN SHERWOOD HARPER

[13:PPF 1091:TS]

[1]See *post*, 734.

732 MORRIS L. COOKE TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

[WASHINGTON] *January 13, 1938*

MEMORANDUM FOR MR. MCINTYRE: The American Academy of Political and Social Science have, after a year's consideration, tentatively decided that they are ready to go ahead with a two or three day conservation congress to be held in Florida next fall with the proceedings to be published early in 1939. The thought is to build a program around the whole cost of conservation. They will assume that the tragic need for it has been demonstrated and through the program they in tend to build up what is necessary in order to win out—legally, financially, educationally, economically and socially.

The President has indicated his desire to have such a congress take place but he thinks it should be held under public auspices and has suggested the date as October 10-15, 1938.[1]

The suggestion for a conservation conference in the past has been negatived by the feeling on the part of some of the Departments that they might not get a break. As a preliminary committee, the President has suggested M. S. Eisenhower of Agriculture[2] and Beardsley Ruml,[3] who is to represent Interior and the National Resources Committee. There was a suggestion that these two talk with me and get the background and then decide what is feasible. Without having given it much thought, the President suggested a divided chairmanship of a pure scientist and somebody else not too closely identified with the scientific field.

[MORRIS L. COOKE]

[13:OF 177:CT]

[1]See *ante*, 726.

[2]Head of the information office of the Agriculture Department.

[3]At this time treasurer of R. H. Macy and Co.

733 PRESS CONFERENCE, Executive Offices of the White House, January 18, 1938, 4:30 P.M.

[Excerpt] The President: I don't think there is any news at this end.

Q: In your judgment have the difficulties of getting local cooperation on flood control

reservoirs become so manifest as to justify a one hundred percent Federal financing?

The President: That is too general a question. I think you will have to come down to specific cases.

Q: Would you mind restating your flood control policy?

The President: That is too general a question. It would take several hours. I would have to make a speech on it. What are you driving at? What do you want to know?

Q: A bill was introduced this week modifying the 1936 Act so as to authorize full Federal financing of reservoirs.

The President: They are discussing that on the Hill at the present time. Congressman McCormack introduced the bill.[1] You see, it is much clearer and quicker to come to the point. Judge Whittington is considering it and it will be brought before his committee, the theory being this: That in the future Government policy will be to draw a line between those flood control works which hold back the water, such as a reservoir and dam, and contribute thereby to something that will produce future income, such as water power or reclamation or irrigation, those being income producing, and in those cases to change the Government policy so that the Government would own the land overflowed and the site of the reservoir, thereby having control of the water which would be gradually let out, either for power or irrigation, the Government thereby getting a return, there being no question about the right, title and interest of the Government to that water.

The other category would be the category of levees which do not return any dividends to the Government and which are merely to keep water from overflowing the land while it is in the process of going past a given point. In that case the community, being benefited without any possible return in the way of income, would continue under the present policy to pay a portion of the cost of the land that would be temporarily overflowed, spill basins and the land the levee goes on, things of that kind.

Now, that is all under discussion in Judge Whittington's committee, and I cannot give you the answer. They are discussing it. It seems a plausible and reasonable thing to do.

Q: What about a state that has to take care of the water from a number of other states above, such as Louisiana?

The President: Well, all the other states above have to take care of it too.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]H. R. 8997, introduced Jan. 17, 1938, was referred to the House Committee on Flood Control, which took no action *(Cong. Rec.*, 75th Cong., 3d sess., 83:1, 677).

734 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *January 19, 1938*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: I am told that the Biological Survey is "at it again" in Okefinokee Swamp—and that this time they are about to cut down the big pine trees on Chesser's Island.

I hope the report is not true for, as you know, you and I have agreed that the Swamp is to be

kept definitely in its untouched pristine condition.

Will you let me have a report. I do not want any trees cut down *anywhere* in the Swamp.

F.D.R.

MAL/TMB

[13:PPF 1091:CT]

735 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *January 22, 1938*

DEAR MR. PRESIDENT: This Department acknowledges the receipt of your memorandum, dated January 19, 1938, which was written to ascertain the facts in a report that the Biological Survey is cutting down the big pine trees on Chesser's Island, Okefenokee Wildlife Refuge, Georgia.

With the exception of certain timber leases in effect at the time the Okefenokee Swamp was purchased by the United States and with which we cannot interfere, the Department has not authorized the cutting of pines or other trees on any part of the entire refuge save a limited number of carefully selected dead or dying trees which prior to our acquisition had been killed by turpentining in the old-fashioned way. These trees were not taken from the swamp itself but from the higher lands of the refuge in the vicinity of Camp Cornelia where we propose to build our administrative headquarters of lumber sawed from these trees.

Development within the swamp itself is restricted to cleaning out some channels to facilitate water transportation to permit the necessary travel of officers charged with the responsibility of protecting the refuge's wildlife resources.

On January 12, 1938, letters from interested conservationists reporting the alleged cutting of pine trees on Chesser's Island and in the swamp, were received by the Biological Survey. A telegram immediately was dispatched to our Agent of the Okefenokee Refuge advising him to cease cutting any timber whatever, even away from the swamp, until we could get the facts in the case.

Dr. Ira N. Gabrielson, Chief, Bureau of Biological Survey, is making a personal inspection of the Okefenokee Refuge prior to February 1, 1938. If you so desire, he will be pleased to submit a report of his inspection findings to you and further, the Department will be glad to submit the proposed plans of the Okefenokee Wildlife Refuge to you for your personal approval.[1]

Respectfully,

H. A. WALLACE

[13:PPF 1091:TS]

[1]Answered *post*, 737.

736 ROOSEVELT TO REPRESENTATIVE J. MARK WILCOX OF FLORIDA

WASHINGTON, *January 22, 1938*

MY DEAR MR. WILCOX: I have received your letter of January 6 regarding the proposal of the Department of the Interior to extend the boundaries of Fort Jefferson National Monument to include two additional areas in the vicinity of Key West, Florida, for the purpose of affording greater protection for the great white heron.[1]

Secretary Ickes and I are concerned over the need of additional protection for the great white heron, an important but almost extinct species that occurs only in southern Florida. It was determined that the boundaries of Fort Jefferson National Monument could not be extended to accomplish this purpose under the terms of the Antiquities Act. For this reason, legislation is necessary to accomplish the desired extension of the monument.

The proposal to extend the boundaries of Fort Jefferson National Monument has my full approval. It is my hope that legislation may be enacted during the present session of the Congress to accomplish this purpose.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 928:CT]

[1]Wilcox's letter was sent to the Interior Department for preparation of the reply here printed.

737 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *January 25, 1938*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Thank you for your letter of January twenty-second in regard to the preservation of Okefenokee Swamp. I shall be delighted to see the proposed plans for the Wildlife Refuge.

F.D.R.

[13:PPF 1091:CT]

738 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *January 27, 1938*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: It seems to me that every consideration of an adequate conservation policy should include the land and water areas within the Aberdeen Proving Grounds, Edgewood Arsenal and Fort Hoyle as a migratory waterfowl sanctuary.[1]

The fact that the canvasback duck and indeed other ducks have so diminished in numbers that we have had to prohibit all hunting of them and the fact that the Government is engaged in bringing back the numbers of migratory waterfowl to a point well above the danger of extinction lead me to believe that as a general policy of the government, all government owned or controlled areas should be closed to hunting where such closing would benefit the general policy.

Will you, therefore, please take up with the War Department the question of closing the above areas in Maryland.

F.D.R.

[13:OF 378:CT]

[1]This refers to Wallace's letter of Jan. 18, 1938 (OF 378). Roosevelt had referred to Wallace a joint resolution of the Maryland legislature, approved by the governor on June 26, 1937, requesting the President to set aside as a waterfowl refuge the areas at the head of Chesapeake Bay included within the Aberdeen Proving Grounds, Edgewood Arsenal and Fort Hoyle. (The resolution is filed with Wallace's letter.) Wallace said that Susquehanna Flats, in the area, were probably the most important concentration place for migratory waterfowl, especially canvasback duck, on the eastern seaboard. He proposed that the Agriculture Department try to work out with the War Department a mutually acceptable conservation policy for military reservations.

739 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *January 27, 1938*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Would you prepare for me a comparatively short Message to the Congress, calling their attention to the general forestry situation in the country, with a separate section relating specifically to the danger in the Southern States?

It is my thought that this Message would act as a preliminary to a study by a joint committee of the Congress, looking to legislation next year.

I recognize the fact that outside of the method of purchasing land by the Federal Government (which takes too long and costs too much) the principal method of getting immediate action is by State legislation. Therefore, if the information is broken down by States, I could send a copy of my Message and a copy of the memorandum accompanying it to each Governor, with a request for study and the expression of hope that action would be taken by the State. I think such a Message could probably go up in the course of the next two or three weeks.[1]

F.D.R.

[13:OF I—C:CT]

[1]Wallace replied Feb. 5, 1938 (OF I—C), that material on the forestry situation, with a draft for a short message, would be sent within a week or ten days. See *post*, 758.

740 ROOSEVELT TO ANTHONY J. DIMOND, DELEGATE FROM ALASKA

WASHINGTON, *January 28, 1938*

MY DEAR MR. DIMOND: I am glad you found the report on *Alaska, Its Resources and Development*, a useful document.[1] Whatever disappointment you have felt concerning Part I of the report may perhaps be counterbalanced when you have had an opportunity to examine the second part. In the very limited time between passage of Concurrent Resolution No. 24 and the date of transmittal required in that resolution, the committee has secured quite a surprising amount of planning information and projects.

I share your interest in the proposed Pacific-Yukon Highway, but since the major part of the

construction lies in Canada, it would hardly be appropriate for an official report of the United States Government to insist upon the immediate construction of a thousand miles of road in a neighboring country. Representations have already been made to the Canadian Government concerning the proposed highway.

Unfortunately your suggestions on this matter came too late for incorporation either in the report or in my message to the Congress.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 400:ALASKA: CT]

[1]Issued by the National Resources Committee as part 7 of *Regional Planning* (Washington, 1938).

[2](Drafted by the National Resources Committee.) This letter is a reply to Dimond, letter of Jan. 18, 1938 (OF 400), in which he criticized the Alaska report because of its failure to emphasize the importance of the proposed U. S.-Alaska highway, and because of its emphasis on conservation: "The conservation policy carried to its extreme and entirely unreasonable limit would leave any land a wilderness, and would deny any use whatsoever, and would forbid all development."

741 ARNO B. CAMMERER, DIRECTOR, NATIONAL PARK SERVICE, TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *February 3, 1938*

MEMORANDUM FOR THE SECRETARY: Your memorandum of January 26 inquiring whether anything has ever been done to bring in the Quetico National Forest as a national park has been received.

It is assumed you refer to the Superior National Forest in northern Minnesota adjacent to the Quetico Provincial Park of Canada. We have been interested in the preservation of this area for the past 12 years. In 1927 you wrote Mr. Mather from Chicago telling him of Mr. Ernest C. Oberholtzer's interest in the region and his efforts to protect it from encroachment by the water power interests. He has been an unfailing worker for the preservation of both the Superior area in the United States and the Quetico Park of Canada, and too much credit cannot be given to him. In 1930 Collaborator Harlan P. Kelsey inspected Isle Royale and the Superior National Forest, and in September 1937 we made an investigation of the Superior area, a report on which is now being prepared. While the area appears to warrant national park status, because it is probably the greatest water wilderness remaining in the United States, there are certain complications which make it inadvisable to advocate a national park at this time.

Public No. 539, 71st Congress, approved July 10, 1930, as you know, made it obligatory upon the Forest Service to conserve for recreational use the natural beauty of the lake shores of all of the lakes and streams within the areas which are now, or which eventually will be, in general use for boat or canoe travel, and prohibited logging within 200 to 400 feet of the lake shores.[1] It also required that no further alterations of the natural water level of any lake or stream within, or bordering upon, the designated area shall be authorized, except by specific act of the Congress.

In accordance with this legislation, Executive Order 6783 of June 30, 1934, set up the Quetico-Superior Committee, consisting of E. C. Oberholtzer, S. T. Tyng, C. S. Kelly, one

person designated by the Secretary of Agriculture, and one person designated by the Secretary of the Interior. Because of our interest in the eventual national park status for the area, and also to advise on recreational matters, we have twice attempted to have a representative of this Service appointed to the Quetico-Superior Committee but each time a representative of the Office of Indian Affairs has been appointed.

The most pressing problem now is the preservation of the remaining stands of virgin timber. Much of the finest timber is located on the shores and islands of some of the largest and most beautiful lakes adjacent to the international boundary, and is in danger of being cut within the next few years. The primitive area in the Superior National Forest is comprised of 959,000 acres, of which the Government owns 598,000 acres, the State of Minnesota 118,000 acres, and private interests 243,000. The problem is so complicated by numerous interests that the injection of the national park question now would almost certainly wreck what has been accomplished. Mr. Oberholtzer has so advised us recently, and has also informed us that cutting is now in process in the Quetico Provincial Park of Canada and that he is trying to have this cutting stopped. The Superior National Forest and the Quetico Provincial Park of Canada are integral parts of a natural unit.

Accordingly, it is respectfully urged that you recommend to the President that the Quetico-Superior Committee, which expires on June 30, 1938, in accordance with the Executive Order of June 30, 1934, be extended for an additional four years and that this Department should not advocate a national park at present, but should lend all possible assistance toward the preservation of this great wilderness area.

ARNO B. CAMMERER

[13:OF 1119:TS]

[1]The Shipstead-Nolan Act "to promote the better protection and highest public use of lands of the United States and adjacent lands and waters in northern Minnesota for the production of forest products" (46 *Stat.* 1020).

742 MORRIS L. COOKE TO ROOSEVELT

PHILADELPHIA, *February 3, 1938*

MY DEAR MR. PRESIDENT: In reference to your suggestion that a Conservation Congress be held early in October, 1938, and under public auspices:[1]

Possibly a preliminary organizing committee about as follows would be a good substitute for the two-headed leadership mentioned in our talk:

1. William F. Durand, Stanford University, Chairman

2. Isaiah Bowman, President, Johns Hopkins University (Representing Pure and Applied Science)

3. Hugh Baker, President, Mass. Agricultural College or Clarence A. Dykstra, President, University of Wisconsin (Representing Education in Agriculture)

4. General Robert E. Wood (Representing business)

5. Someone having no official position in the Administration but with knowledge of the Government conservation activities—past and present—and without interdepartmental bias.

We used Dr. Durand both for the World Power Congress and the Upstream Engineering Conference with entire satisfaction to everybody. The suggested group is well distributed geographically. My preference would be for Dykstra except that I have no reason to believe he is as much interested in conservation as Hugh Baker.

After your small interdepartmental committee has cleared the way by assuring reasonable co-operation on the part of Federal agencies you could ask the five mentioned above to the White House and at this conference ask them to proceed with the organization of the Congress. You may not think it necessary even to have such a preliminary conference. If you would prefer to write a letter and so avoid this, and you request it, I shall be glad to suggest a tentative draft. This committee would in due course be superseded by a large General Committee under whose auspices the Congress would be held. If I can help further, please let me know.

Yours very sincerely,

MORRIS L. COOKE

[13:PPF 940:TS]

[1]*Ante* 726.

743 ROOSEVELT TO MORRIS L. COOKE, Philadelphia

[WASHINGTON] *February 12, 1938*

DEAR MORRIS: I have talked about the proposal for a Conservation Congress this Autumn but, frankly, I find much opposition and little sympathy for the idea.

The principal factor is the Reorganization Bill. When and if that passes there should be a period of at least a year before any general airing of views is held. For example, if one were held this coming October it would create a beautiful platform for Pinchot and other wild men, just prior to election.

I know you will understand.

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 940:CT]

744 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *February 12, 1938*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Would you be good enough to let me have a brief report on the Superior National Forest and its timber situation?[1]

F.D.R.

[13:OF 1119:CT]

[1]Acting Secretary of Agriculture Wilson replied Feb. 26, 1938 (OF 1119), with a 4000-word report. He emphasized the need of the Midwest for the timber and ore resources of the region and noted that the Quetico-Superior Committee had assisted in developing, and had approved, a forest management policy for the Superior National Forest. This policy barred all roads, commercial enterprises, summer homes and other special uses, and provided for definition of legal controls over cutting and water levels, and for "definite standards for trails, portages, administrative and protective structures, etc."

745 PROCLAMATION OF NATIONAL WILD LIFE WEEK

[WASHINGTON, *February 15, 1938]*

Whereas one of the most important phases of the conservation of our natural resources is the protection and preservation of our wild life; and

Whereas this is a work in which virtually our entire citizenship can participate wholeheartedly and enthusiastically, whether resident in the large metropolitan centers, with limited access to the great out-doors, or permitted to enjoy at first hand the wonders of nature; and

Whereas the carrying into effect of any program for the conservation of our hereditary wild life—in the past seriously diminished and depleted by destructive exploitation and lack of proper understanding and sympathy—must enlist the support of all of our citizens if the mistakes of the past are to be avoided in the future in dealing with this important resource of incalculable social, economic, esthetic, and recreational value:

Now, Therefore, I, Franklin D. Roosevelt, President of the United States of America, do hereby proclaim and designate the week beginning March 20, 1938, as National Wild Life Week and do earnestly appeal to all of our citizens first to recognize the importance of the problem of conservation of these assets in wild life, and then to work with one accord for their proper protection and preservation. To this end I call upon all citizens in every community to give thought during this period to the needs of the denizens of field, forest, and water and intelligent consideration of the best means for translating good intentions into practical action in behalf of these invaluable but inarticulate friends. Only through the full cooperation of all can wild life be restored for the present generation and perpetuated for posterity.

In Witness Whereof, I have hereunto set my hand and caused the seal of the United States to be affixed.

Done at the City of Washington this 14th day of February, in the year of our Lord nineteen hundred and thirty-eight, and of the Independence of the United States of America the one hundred and sixty-second.[1]

FRANKLIN D. ROOSEVELT

SEAL By the President:
CORDELL HULL, Secretary of State

[W. H. PRESS RELEASES: M]

[1]Apparently drafted by either Hassett or Early from information supplied in a letter of Carl D. Shoemaker, secretary of the Senate Special Committee on Conservation of Wildlife Resources, to Hassett, Jan. 13, 1938 (OF 378). Attorney General Cummings, in reviewing a draft of the proclamation, changed the original title of "National Wild Life Restoration Week" to "National Wild Life Week" because, he said, "the proclamation deals with the broad

subject of conservation of wild life rather than mere restoration" (Cummings to Roosevelt, Feb. 10, 1938, OF 378).

746 ROOSEVELT TO REPRESENTATIVE JOHN LUECKE OF MICHIGAN

[WASHINGTON] *February 15, 1938*

MY DEAR MR. LUECKE: Your memorandum of February first concerning the Great Lakes cut-over area[1] raises many interesting questions which I am referring to the National Resources Committee. As you say, the problems involved have been subjected to study by several Federal agencies and much effort has been put in by State agencies seeking appropriate solutions. Several state institutions in Michigan, Wisconsin, and Minnesota have been or could be interested. We should find a way to bring them all together.

This is a good example of the need for regional planning which I outlined in my message to the Congress last June. The National Resources Committee has made some progress in similar cases, in the valley of the Red River of the North, and with the States of Colorado, New Mexico, and Texas on the Upper Rio Grande. At my suggestion the Committee has recently secured the cooperation of a group of southern States on a study of the Pine and Pulp Resources of that area with a view to furthering sound conservation practices.

I am sure that you will find all the agencies of the Government interested in developing cooperation among the Lake States on an economic survey of the cut-over areas.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 834:CT]

[1]A five-page typescript, "Economic Survey Great Lakes Cut-Over Area of Northern Michigan," enclosed in Luecke to Roosevelt, Feb. 1, 1938 (OF 834), describing the exhaustion of the forest and mineral resources of Upper Michigan and the need for reforestation and development of water power. Luecke urged the creation of a "Northern Michigan Authority" to study the development of the remaining resources.

[2]Drafted by the National Resources Committee.

747 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *Feb. 16, 1938*

MEMORANDUM FOR THE PRESIDENT: The Administrative Assistant to the Secretary of the Interior has referred to this office the attached draft of legislation to provide for the establishment of the Green Mountain National Park in the State of Vermont and the proposed letter of transmittal from the Secretary of the Interior to the Speaker of the House of Representatives.[1] This letter contains a brief statement of the provisions of the proposed legislation, and a considerable amount of information in support of the establishment of the park.

A hearing on this legislation has been held in this office but it was not developed that this area is superior in scenic beauty or natural wonders to many areas in New England, and, thus, the question naturally arises if we agree to the establishment of this park, will we not shortly be requested to concur in the establishment of national parks in several if not all of the New

England States.

The proposed legislation provides that the land required for the park shall be acquired by donation or from donated funds, but it must also be borne in mind that a considerable sum for administrative expenses will become an annual charge on the Treasury. Furthermore, the proposal contemplates a parkway 50 miles long and the cost of constructing a road of this length is estimated at $3,000,000.

Since this matter has been pending in this office, I have received the attached copy of a letter from Mr. Delano regarding it, and I am advised that on March 9, 1937 Secretary McIntyre wrote a letter to Dr. Guy W. Bailey, President of the University of Vermont, which concluded with the following paragraph:

I understand that if Governor Aiken will write to Secretary Ickes, advising that the State of Vermont will agree to acquire the necessary lands for donation to the United States, the President will authorize submission to the Congress of a draft of legislation to accept the lands for the proposed Green Mountain National Park.

In view of the present state of the Government's finances, I hesitate to recommend approval of this legislation, but I would be less opposed to the enactment of it if the authorization for the parkway were eliminated. This could be done by striking out the words "including an adjoining right-of-way for parkway development purposes" in lines 5 and 6 of the draft of legislation, and thus the Government would be relieved of responsibility for the construction of the parkway, including the road, and for its maintenance. This proposed parkway, except for touching the proposed park at several widely separated points, is not a necessarily integral part of the proposed park, and is separated from it for most of its length by wide areas of cultivated private land that would not under any circumstances be contemplated for inclusion within the boundaries of the park.

Since Mr. Delano's and Mr. McIntyre's letters indicate that this proposal has already received your attention, I shall await your instructions.

D. W. BELL

[13:OF 6—P:TS]

[1]These enclosures were returned to Bell with Roosevelt's reply of Feb. 24, 1938, *post*, 749.

748 HARCOURT A. MORGAN, VICE CHAIRMAN, BOARD OF DIRECTORS, TENNESSEE VALLEY AUTHORITY, TO ROOSEVELT

KNOXVILLE, TENNESSEE, *February 18, 1938*

DEAR MR. PRESIDENT: The Tennessee Valley Authority has been informed of the probability of a considerable reduction in the number of Civilian Conservation Corps camps. This is of particular importance to the Authority because of the integral place which the corps has earned in the broad program for soil and water control in this area.

You have taken leadership in calling attention to the importance of control of water upon the land and its place in the ultimate control of flood waters in the rivers and in the conservation of a basic natural resource, the land. We feel that, in view of the proposed curtailment, we should bring to your attention our conviction that these camps are vitally important in the Authority's long range program. The CCC camps furnish virtually the only means of supplementing the land owner's efforts in dealing with those badly eroded lands which are a public menace and a public responsibility, and the control of which is beyond the means and

ability of the average farmer.

There are now 19 CCC camps engaged in erosion control work in the Valley-wide program, either in reforestation or in "up-stream engineering" such as the building of check dams, the construction of diversion ditches and terrace outlets, and the creation of small retention reservoirs on headwaters. This work is a vital link between the major engineering projects on the Tennessee River and its tributaries and the land owner whose conservation activities are limited for both economic and technical reasons.

In many areas in the Tennessee Valley the erosion problem is acute, threatening not only the destruction of the land but the silting of reservoirs. This work may thus be regarded as insurance in some measure for the investment which the government is making in its engineering projects on the river. We feel that these camps are demonstrating effectively the place and importance of the CCC in an integrated river control program.

Surveys throughout the Valley have shown that there is a need for from thirty to sixty months work in areas in which camps are now established. In some areas work which was started has had to be dropped because of discontinuance of camps.

At one time, the Authority had a total of 38 camps engaged in this soil erosion work in the Valley area. This has now been reduced to nineteen camps. We feel that the need is urgent for at least twenty-five CCC camps.

Further reduction of our erosion control camps at this time would make it impossible to continue much of the Authority's cooperative program of upstream engineering.[1]

Respectfully yours,

HARCOURT A. MORGAN

[13:OF 42:TS]

[1]Answered *post*, 756.

749 ROOSEVELT TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *February 24, 1938*

MEMORANDUM FOR THE DIRECTOR, BUREAU OF THE BUDGET: As I understand it this legislation will cost the Government no money for several years.[1]

It is desirable legislation because:

(a) There is no national park in New England except Mount Desert, which should be called a monument rather than a park, because it is used by very few people each year and benefits principally the rich summer residents. It is logical to select the Green Mountains for a national park because today they are rather inaccessible but contain wonderful scenery and forests. This does not mean another national park in the White Mountains—the only other suitable locality—because the White Mountains are already highly developed for tourists, and the price of land is high.

(b) The matter of the parkway fits in definitely with the proposed national parkway starting at the Canada line and running down through the Green Mountains and the Berkshires, across

the Hudson at Bear Mountain Park and thence following the Blue Ridge through northern New Jersey, Pennsylvania and Maryland to the Skyline Drive, just south of Washington; thence along the Skyline Parkway to a point east of the Great Smoky Park, thence south to the end of the Appalachian system at Stone Mountain, Georgia.

(c) The proposed parkway in Vermont lies most of the way outside the park, but this is necessary in order to get the view of the mountains and of Lake Champlain, and to run the parkway through the park itself would be physically difficult and costly.

For all these reasons I am inclined to favor the whole proposal.

F.D.R.

[Notation: T] Memo from Mr. Bell, Budget, 2/16/38 for the President (copy retained in files), copy of letter from F. A. Delano, 12/21/37 to Victor M. Cutter, National Resources Committee, Boston, copy of letter from Acting Secretary of the Interior to Speaker of the House of Representatives (no date), and a copy of a Bill to provide for the establishment of the Green Mountain National Park in the State of Vermont, and for other purposes. Also accompanying memo are two maps showing proposed national park or national monument area in Vermont, and proposed national park in Vermont.

[13:OF 6—P:CT]

[1]See *ante,* 747.

750 IRVING BRANT, EDITOR OF EDITORIAL PAGE, ST. LOUIS *Star-Times,* TO ROOSEVELT

[ST. LOUIS] *February 25, 1938*

DEAR MR. PRESIDENT: Here is some information I thought you might like to have before your talk with Congressman Wallgren;[1] also three small maps:[2]

No. 1. Boundaries of Mt. Olympus National Park as agreed to at meeting of Park Service, Forest Service, Wallgren, Smith, two weeks ago.

No. 2. Boundaries Wallgren suggested yesterday, after getting protests from Port Angeles. (You will get these two maps on larger scale at meeting.)

No. 3. A suggestion I offered to meet Port Angeles objections, if it seems necessary to make concessions.

At the meeting held to draw boundaries, at your direction, there was no conflict between the Park and Forest Services. Silcox supported a good park. Wallgren retreated before Congressman Smith right from the start, though why he should choose Smith to retreat from is beyond me. Wallgren said he wanted a park satisfactory to Smith, who is against any park. Cammerer, Silcox and I kept Wallgren from cutting the park way down, to meet Smith's views, and the upshot was that only one important region was cut out, on the lower Queets river.

This was taken out as an *[sic]* incident to the exclusion of some heavily timbered ridges between the Queets river and Lake Quinault, desired by Gray's Harbor for the pulp industry. I think it is advisable to leave these ridges out, to reduce Smith's opposition, but the Queets area (I am advised by Irving Clark of Seattle) contains some fine scenic stands of timber that

ought to be in the park, and it is also needed to protect the winter feeding grounds of the Olympic elk. Cammerer does not seem to see the value of this tract. He judges it by the shape of the map, but he would take a strong stand for it if he thought you wanted it in. Wallgren also would agree to it if you asked for it. Cammerer has emphasized your desire to protect the courses of the rivers, so you could naturally urge it on that grounds. This area on the Queets is in the national forest, and can be lumbered by destructive methods only. It is marked B on Map No. 3.

In the last few days a new complication has arisen. Chris Morgenroth of Port Angeles, Washington, a good friend of the park, a well-informed and thoroughly honest man, has come to Washington with a Port Angeles protest against the two corridors to the sea. He says that owing to past misrepresentations by the Forest Service, news of inclusion of these corridors in the park created a panic among the owners of land in them. They have been told that creation of a park would take away their property rights, cause loss of school taxes, etc. Morgenroth says that this could be offset by a clear statement about protection of private and county rights on private land within a park. More important than this, the Port Angeles pulp mills fear that establishment of these corridors will lead to government purchase of bottom lands on which they own spruce needed to whiten and toughen the writing paper they produce. And they also fear the isolation of timber in an "island" between the two corridors.

I think there is some merit to the pulp mill position. It could be met in two ways. First, by a statement that the right to lumber on private lands in the park is fully protected by law, and that it is recognized that the method of lumbering for pulpwood is not destructive. This would reduce the new opposition, but still would leave the fear that future spruce supplies would be cut off by government purchase of the lands within the corridors.

The second method is outlined in Map No. 3. It is to leave the lower Bogachiel river out of the park, but to retain the Hoh corridor. This would eliminate the timber "island," greatly reduce private holdings in the park, give Port Angeles mills a permanent supply of spruce, and still maintain a continuous park from mountain top to ocean.

You will notice that Maps 2 and 3 both contain much more ocean frontage than No. 1. This was added, in the first place, to offset the effect of eliminating the corridors; but also, Morgenroth said that the ocean front to the north, with Lake Ozette, was far more attractive than that to the south, and that the land could be bought for $10 an acre.

Wallgren was ready to eliminate the ocean front altogether. In fact, he would eliminate anything. But he says he is determined to get the bill passed. What he needs is a good stiff push from you.

There is also need for a public statement to clear up fears and rumors in Washington state (where general sentiment for the park is stronger than ever). It should include a statement about protection of private rights, tax revenues, etc., and a statement that both the Forest Service and Park Service are for the park. Also, it would be very valuable if you would say publicly what you did to me, that you were against all cutting by private contractors in the national forests. (Silcox is against that too.) Such a statement—the last two in fact—would take the heart out of the opposition.

Sincerely,

IRVING BRANT

[13:OF 6—P:TS]

[1]The meeting was suggested by Roosevelt (Wallgren to Roosevelt, Feb. 1, 1938, OF 6—P). On February 8 he

conferred with Senators Bone and Schwellenbach and Representatives Wallgren and Smith of the Washington delegation (PPF I—O).

[2]The maps are from a pamphlet published by the Emergency Conservation Committee, 734 Lexington Ave., New York, headed by Rosalie Edge.

751 ERNEST C. OBERHOLTZER, EXECUTIVE SECRETARY, QUETICO-SUPERIOR COMMITTEE, TO ROOSEVELT

[MINNEAPOLIS] *Feb. 25, 1938*

MY DEAR MR. PRESIDENT: The Quetico-Superior Committee was created by Executive Order of June 30, 1934, to study and make recommendations for the preservation of an international wilderness sanctuary in the border lakeland of Minnesota and Ontario.

To that end the Committee submits its accompanying Report[1] and recommends:

1. Federal acquisition of the remainder of the area lying within the United States.

2. Negotiation of a treaty with the Dominion of Canada, agreeing:

(1) To keep all lakes and streams, with their islands, rapids, waterfalls, beaches, wooded shores, and other natural features undisturbed in a state of nature;

(2) To administer the forests under modern forestry practices for a sustained yield;

(3) To manage all game, fish, and fur-bearing animals for maximum natural production; and

(4) To set up an advisory board or committee made up of biological, forestry and park officials from both countries to help coordinate practices under the principles agreed upon in the treaty.

The Committee believes that the early execution of these recommendations is desirable in order to forestall the vesting of adverse private interests and ensure permanent conservation of the area as a natural recreational resource.

Respectfully yours,

ERNEST C. OBERHOLTZER

[13:OF 1119:CTS]

[1]*Report to the President of the United States on the Quetico-Superior Area by the Quetico-Superior Committee* (1938). This is an illustrated pamphlet, this copy bearing the autograph signatures of the committee members. The place of publication is not given.

752 ROOSEVELT TO NORTH DAKOTA STATE PLANNING BOARD, Bismarck

WASHINGTON, *March 2, 1938*

GENTLEMEN: Your letter of February 11, 1938,[1] directs attention to water conservation problems which are acute in many sections of the Great Plains. Obviously, it is essential that the expenditures for relief in areas of drought should be utilized insofar as practicable for the permanent rehabilitation of those areas.

The Great Plains Committee last year pointed out the need for preservation of the soil and water resources of the Great Plains, and the general lines of action required to bring about their most effective use. A more specific program of action now is necessary. Many Federal as well as state agencies are concerned, and readjustments of administrative procedures and national policies may be involved.

I am requesting the National Resources Committee, therefore, to make a special review of the land and water conservation problems in the Northern Great Plains, to give attention to your suggestions for improvement of conditions there, and to advise me on those specific changes in Federal procedure and policy affecting land and water conservation which might be carried out promptly in order to promote the rehabilitation of the area. The Committee will act as a coordinating agency for Federal agencies, and it will consult with the interested state agencies.[2]

Sincerely yours,

[13:OF 1092:CT]

[FRANKLIN D. ROOSEVELT]

[1]Not present; presumably referred to the National Resources Committee, the drafter of this letter.

[2]The National Resources Committee created the Northern Great Plains Committee, made up of representatives of the Federal departments and the states concerned, with Harlan H. Barrow, of the University of Chicago as chairman. For the accomplishments of the committee, see the National Resources Committee's *Progress Report, 1939* (Washington, 1939).

753 BENJAMIN V. COHEN, GENERAL COUNSEL, NATIONAL POWER POLICY COMMITTEE, TO MARGUERITE A. LEHAND, PRIVATE SECRETARY TO THE PRESIDENT

WASHINGTON, *March 2, 1938*

DEAR MISS LEHAND: The attached bill[1] is about to be reported out by the House Rivers and Harbors Committee, as a substitute for the original Regional Conservation bill introduced by Judge Mansfield. The substitute is a pretty weak, mealy-mouthed sort of bill which does little more than set up a National Resources Board with more limited powers than those provided by the Byrnes Reorganization bill.[2]

My guess is that the present National Resources Board and the Brownlow Committee would much prefer the set-up in the Byrnes Reorganization bill to that provided in the Mansfield substitute. On the other hand, it might be desirable to let the Mansfield bill be reported out so that if Senator Norris gets his bill through the Senate something could be worked out in conference. But Senator Norris does not seem optimistic as to the chances of getting his bill through the Senate this session. Senator Smith's[3] absence makes it difficult, if not impossible, for him to secure a meeting of the Senate Committee on Agriculture to report out his bill. Senator Norris seems to think it would be just as well if the Mansfield bill were kept in the House Committee for the present.

I spoke to Sam Rayburn who said he would suggest to Judge Mansfield that he hold the bill in committee for a few days, and Judge Mansfield has agreed to hold the bill until Friday.

I should be grateful if you would advise me of the President's wishes.[4]

Yours sincerely,

BEN V. COHEN

[13:OF 834:TS]

[1]H. R. 10027, "to provide for the regional conservation and development of the national resources." In its statement of policy, the bill covered the development of navigation, flood control, pollution abatement, and the conservation of the water, soil, mineral and forest resources of the nation. A national resources board was provided for, with eight members appointed by the President, one by the Secretary of Agriculture, one by the Secretary of the Interior, and one by the Secretary of War. Seven conservation planning regions were set up, each with a regional conservation planning committee; the chairman of each regional committee was a member of the national resources board. The proposed board was purely a planning and advisory agency and possessed no authority to require coordination of governmental conservation planning activities. Introduced by Representative Mansfield (Texas) on March 25, 1938, the bill was reported from the House Committee on Rivers and Harbors on March 29 and referred to the Committee of the Whole House *(Cong. Rec.,* 75th Cong., 3d sess., 83:4, 4180, 4339). No further action was taken. A copy of the bill is with the letter here printed.

[2]S. 2970, introduced Aug. 16, 1937, was not acted upon during the session. Brought up again March 31, 1938, it was indefinitely postponed *(Cong. Rec.,* 75th Cong., 1st sess., 81:8, 8939, 9327 3d sess., 83:4, 4437).

[3]Senator Ellison D. Smith (S. C.) was chairman of the Senate Committee on Agriculture and Forestry.

[4]An attached referral sheet, LeHand to Benjamin V. Cohen of the National Power Policy Committee, March 8, 1938, reads: "President's memorandum to Miss LeHand asking that she tell Ben Cohen that he thinks it is probably better strategy to have Judge Mansfield get his bill reported out in a few days. It gives us something to work on."

754 ROOSEVELT TO HENRY MORGENTHAU, JR., SECRETARY OF THE TREASURY

WASHINGTON, *March 8, 1938*

MEMORANDUM FOR THE SECRETARY OF THE TREASURY: Will you speak to me about this?

F.D.R.

[13:OF 1092:CT]

755 *[Enclosure]* FREDERIC A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *March 8, 1938*

Confidential

MEMORANDUM FOR THE PRESIDENT: Mr. Abel Wolman, who was with Doctor Parran of the Public Health Service at a recent conference with you in regard to pollution,[1] has reported the very interesting suggestion you have made in regard to a Public Works revolving fund which might be used as a loan fund advanced to the States and other local governmental units under contracts for repayment to the Federal Government over a term of fifty years. This, it appears to me, is an exceedingly interesting suggestion and in no way inconsistent

with views which the Resources Committee has expressed in dealing with flood control, reclamation and other important Federal projects including, of course, water power development, pollution abatement and road construction. As I write, there are no members of the Advisory Committee available to discuss this project, but in order promptly to report on the message relayed to me by Mr. Wolman, I assure you that I see nothing in this plan which would violate the principles which we have worked upon and advocated. I will take the matter up with my colleagues immediately with a view to preparing a confidential memorandum for you on this subject, if you desire it.

I am also informed that Mr. Wolman spoke to you of the memorandum his Committee had prepared in regard to the New England Compacts and the proposed McCormack amendments to the Flood-control Act of 1936.[2] As Mr. Wolman told you, a report covering some six closely knitted pages has been submitted on this subject, but it has not been studied by the Advisory Committee nor transmitted to the general Committee. While we regard the opinions of the Water Committee on the question of the New England Compacts and the McCormack Amendment as entirely sound, I would like to have them pretty carefully considered by the Advisory Committee, and perhaps the full Committee, before transmitting them to you. Of course, if you desire the Wolman memorandum, even though not cleared by our Committee, I will send it over at once. Undoubtedly the suggestions that you have made in regard to loans to State and local governments in carrying out public works projects could be applied perfectly well to the New England problem.

Respectfully submitted,

FREDERIC A. DELANO

Approved: HAROLD L. ICKES, Chairman, Mar. 8, 1938.

[13:PPF 1820:TS]

[1]On March 7, 1938 (PPF I—O).

[2]Representative McCormack (Mass.) introduced H. R. 8997 on Jan. 17, 1938. This would have amended the 1936 Flood Control Act by requiring that the Federal Government bear the whole cost of dams and reservoirs. It was not reported from committee *(Cong. Rec.*, 75th Cong., 3d sess., 83:1, 677).

756 ROOSEVELT TO HARCOURT A. MORGAN, VICE CHAIRMAN, BOARD OF DIRECTORS, TENNESSEE VALLEY AUTHORITY, Knoxville

[WASHINGTON] *March 9, 1938*

MY DEAR VICE CHAIRMAN MORGAN: Following receipt of your letter of February eighteenth, I called on the Director of the Civilian Conservation Corps to submit information regarding the work of the Civilian Conservation Corps on the area controlled by the Tennessee Valley Authority.

I am informed that Civilian Conservation Corps camps have been assigned to TVA territory since the fall of 1933. At that time twenty-five camps were assigned directly to the Tennessee Valley Authority area. I am informed that in addition to these twenty-five camps, there were an undetermined number of other camps working under the supervision of the United States Forest Service and the National Park Service whose work was of value in the general development and protection of the area.

During 1934 and 1935 when the original Civilian Conservation Corps was expanded, the

number of camps engaged on TVA area was increased in proportion to the general increase in the size of the Corps. When it became necessary to curtail the size and activities of the Corps, I am informed that a proportional reduction was made in the number of these camps. At the present time the size of the Corps is somewhat smaller than it was in the winter of 1933, at which time twenty-five camps were assigned to the Authority area.

In view of your statement that nineteen camps are still in operation on the area, it does not seem to me that the interests of the Authority have been neglected. Unfortunately, a further reduction in the number of operating camps will have to be made this spring, in which case I am informed by the Director of the Corps the present number of camps operating on the Authority area will have to be still further reduced. It is regretted that this necessity arises, but it cannot be avoided.

I am informed that there are still a number of camps operating under the United States Forest Service and the National Park Service whose work is of considerable value to the Tennessee Valley Authority area, although it is not credited directly to the Authority.

I am assured by the Director that he will continue to give fair consideration to the needs of the Tennessee Valley Authority in assigning CCC camps.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 42:CT]

[1]Drafted by the Civilian Conservation Corps.

757 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *March 10, 1938*

TO THE CONGRESS OF THE UNITED STATES:[1] In accordance with my message of August 13, 1937 (in returning without my approval Senate Joint Resolution 57), I am presenting herewith for your consideration a comprehensive national plan for the conservation and development of our water resources.

This report on Drainage Basin Problems and Programs has been prepared by the National Resources Committee in consultation with other Federal Agencies.[2] It suggests policies, investigations, and construction necessary to carry forward a broad national program for water conservation and utilization.[3]

It is based upon the findings of 45 joint State-Federal basin committees, composed of more than 500 local, State, and Federal officials. These drainage basin committees have met in the field and have drafted plans for their local areas. Arrangements have been made to publish the detailed reports on individual drainage basins at a later date.

The proposals in the report provide a guide for authorizations of surveys and construction of irrigation, flood-control, navigation, rural water supply, wildlife conservation, beach erosion control, hydroelectric power, and other water projects. Because it was necessary to confine the program to projects that are primarily for water control and use, many related land-use projects are not included. Land policy has significant water implications but it pertains to a large sphere of activities requiring separate though related treatment.

The preferred water projects have met the test of conformity to a general regional program, and, although they are set forth in terms of a six-year program, they are susceptible to completion during either a shorter or longer period, as fiscal policy may dictate. The total cost of the recommended work at both Federal and non-Federal levels is about equal to the average annual expenditures for these purposes during recent years. The six-year program suggested in the report should be read in the light of budgetary requirements and must, of course, be adjusted each year to correspond with budget recommendations and with action by the Congress.

Our knowledge of the Nation's water resources and our ideas on their best use and control change rapidly in the light of new investigations and of dynamic economic conditions. Water plans should be flexible. The history of flood-control plans for the alluvial valley of the Mississippi River affords many examples of plans, once considered comprehensive, which soon were replaced by others. Water plans should be revised annually.

Changing public interest, first in navigation, then in irrigation, and then in flood-control, water power or pollution, has produced a collection of unrelated water policies. The recommendations in this report define in broad strokes an *integrated* water policy for the country as a whole. Such a Federal water policy is needed.

Notwithstanding the small amount of time available for the revision of earlier Federal programs, the planning mechanism which was developed for this report seems to have given gratifying results. Starting with local and State groups, organized through the regional offices of the National Resources Committee, plans and programs have been prepared in the field and reviewed in Washington. The process has not interfered with the normal and established duties of the agencies charged by the Congress with construction and surveys of water conservation projects. Rather it has promoted cooperation both among such agencies in Washington and with State and local interests as well.

I recommend careful study of these documents by the Congress because they present a frame of reference for legislative programs affecting water conservation, and because they illustrate an approach to the systematic husbandry of our natural resources on a democratic, regional basis.[4]

[FRANKLIN D. ROOSEVELT]

[W. H. PRESS RELEASES:M]

[1]The text here printed is that of the White House press release. Other texts (Speech File) are: (1) a draft by Ickes, sent by him to Roosevelt with a letter of Feb. 14, 1938, enclosing the drainage basin report; (2) a redraft of the first two paragraphs of the Ickes draft by Chairman McNinch of the Federal Communications Commission, enclosed in his letter to Roosevelt of Feb. 16, 1938; (3) a draft by Ickes incorporating McNinch's revisions, enclosed in Ickes' letter to James Roosevelt of Feb. 21, 1938. The text of the last draft is that of the message as sent to the Congress (and as here printed).

[2]*Drainage Basin Problems and Programs: 1937 Revision* (Washington, 1937).

[3]In Ickes' first draft this sentence reads: "This report on Drainage Basin Problems and Programs has been prepared by all of the many Federal agencies concerned, and represents their joint views on the policies, investigations, and construction necessary . . ." McNinch suggested this revision because he objected to the assertion that all the agencies consulted were in accord with all parts of the report. He also added the phrase, "for your consideration," in the first sentence.

[4]The message was read in the Senate March 10, 1938, and referred to the Commerce Committee. Read in the House on the same day, it was referred to the Committee on Rivers and Harbors *(Cong. Rec.,* 75th Cong., 3d sess.,

83:3, 3149-3150, 3180-3181).

758 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *March 14, 1938*

TO THE CONGRESS OF THE UNITED STATES: I feel impelled at this time to call to the attention of the Congress some aspects of our forest problem, and the need for a policy and plan of action with respect to it.

Forests are intimately tied into our whole social and economic life. They grow on more than one-third the land area of the continental United States. Wages from forest industries support five to six million people each year. Forests give us building materials and thousands of other things in everyday use. Forest lands furnish food and shelter for much of our remaining game, and healthful recreation for millions of our people. Forests help prevent erosion and floods. They conserve water and regulate its use for navigation, for power, for domestic use, and for irrigation. Woodlands occupy more acreage than any other crop on American farms, and help support two and one-half million farm families.

Our forest problem is essentially one of land use. It is a part of the broad problem of modern agriculture that is common to every part of the country. Forest lands total some six hundred and fifteen million acres.

One hundred and twenty odd million acres of these forest lands are rough and inaccessible—but they are valuable for the protection of our great watersheds. The greater proportion of these protection forests is in public ownership. Four hundred and ninety-five million acres of our forest lands can be classed as commercial. Both as to accessibility and quality the best four-fifths, or some three hundred and ninety-six million acres of these commercial forests, is in private ownership.

This privately owned forest land at present furnishes 96% of all our forest products. It represents 90% of the productive capacity of our forest soils. There is a continuing drain upon commercial forests in saw-timber sizes far beyond the annual growth. Forest operations in them have not been, and are not now, conducive to maximum regrowth. An alarming proportion of our cut-over forest lands is tax-delinquent. Through neglect, much of it is rapidly forming a new but almost worthless no-man's land.

Most of the commercial forest lands are in private ownership. Most of them are now only partially productive, and most of them are still subject to abuse. This abuse threatens the general welfare.

I have thus presented to you the facts. They are simple facts; but they are of a character to cause alarm to the people of the United States and to you, their chosen Representatives.

The forest problem is therefore a matter of vital national concern, and some way must be found to make forest lands and forest resources contribute their full share to the social and economic structures of this country, and to the security and stability of *all* our people.

When in 1933 I asked the Congress to provide for the Civilian Conservation Corps I was convinced that forest lands offered one source for worth-while work, non-competitive with industry, for large numbers of our unemployed. Events of the past five years have indicated that my earlier conviction was well founded. In rebuilding and managing those lands, and in the many uses of them and their resources, there exists a major opportunity for new employment and for increasing the national wealth.

Creation of the National Forest system, which now extends to thirty-eight States, has been a definite step toward constructive solution of our forest problem. From national forest lands comes domestic water for more than six million people. Forage, occurring largely in combination with timber, contributes stability to one-fourth the western range livestock industry. Through correlated and coordinated public management of timber and all other resources, these public properties already help support almost a million people and furnish healthful recreation to more than thirty million each year. By means of exchanges and purchases, the Congress has for many years encouraged additions to this system. These measures should very definitely be continued as funds and facilities are available.

The Congress has also provided that the national government shall cooperate with the various States in matters of fire protection on privately owned forest lands and farm woodlands. The States are in turn cooperating with private owners. Among other measures the Congress has also authorized an extensive program of forest research, which has been initiated and projected; Federal cooperation in building up a system of State forests; cooperative activities with farmers to integrate forest management with the general farm economy; the planting of trees in the Prairie-Plains States—an activity which has heretofore been carried on as an emergency unemployment relief measure with outstanding success and material benefit; and —under the Omnibus Flood Control Bill—measures to retard run-off and erosion on forested and other watersheds.

Progress has been made—and such measures as these should be continued. They are not adequate, however, to meet the present situation. We are still exploiting our forest lands. Forest communities are still being crippled; still being left desolate and forlorn. Watersheds are still being denuded. Fertile valleys and industrial cities below such watersheds still suffer from erosion and floods. We are still liquidating our forest capital; still cutting our accessible forests faster than they are being replaced.

Our forest budget still needs balancing. This is true in relation to future as well as present national needs. We need and will continue to need large quantities of wood for housing, for our railroads and our telephone and telegraph lines, for newsprint and other papers, for fiber containers, for furniture and the like. Wood is rich in chemicals. It is the major source of cellulose products such as rayon, movie films, cellophanes, sugars of certain kinds, surgical absorbents, drugs, lacquers, phonograph records. Turpentines, rosins, acetone, acetic acid, and alcohols are derived from wood. Our forest budget should, therefore, be balanced in relation to present and future needs for such things as these. It should also be balanced in relation to the many public services that forests render, and to the need for stabilizing dependent industries and communities locally, regionally, and nationally.

I am informed, for example, that more than one hundred million dollars has recently gone into development of additional forest industries in the southeastern section of our country. This means still more drain from southern forests. Without forestry measures that will insure timber cropping there, existing and planned forest enterprises must inevitably suffer. The Pacific Northwest contains the greatest reserves of virgin merchantable timber in the continental United States. During recent years many private forest lands have been given better fire protection there, and there are more young trees on the ground. But the cutting drain in our virgin Douglas fir forests is about four times current growth, and unless existing practices are changed the old fir will be gone long before new growth is big enough for manufacture into lumber.

I recommend, therefore, study by a joint committee of the Congress of the forest land problem of the United States. As a nation we now have the accumulated experience of three centuries of use and abuse as guides in determining broad principles. The public has certain responsibilities and obligations with respect to private forest lands, but so also have private

owners with respect to the broad public interests in those same lands. Particular consideration might therefore be given in these studies, which I hope will form the basis for essential legislation during the next session of Congress, to the situation with respect to private forest lands, and to consideration of such matters as:

1. The adequacy and effectiveness of present activities in protecting public and private forest lands from fire, insects, and diseases, and of cooperative efforts between the Federal government and the States.

2. Other measures, Federal and State, which may be necessary and advisable to insure that timber cropping on privately owned forest lands may be conducted as continuous operations, with the productivity of the lands built up against future requirements.

3. The need for extension of Federal, State, and community ownership of forest lands, and of planned public management of them.

4. The need for such public regulatory controls as will adequately protect private as well as the broad public interests in all forest lands.

5. Methods and possibilities of employment in forestry work on private and public forest lands, and possibilities of liquidating such public expenditures as are or may be involved.

Facilities of those technical agencies that, in the executive branches of the government, deal with the many phases of our forest problem will of course be available to such committee as the Congress may appoint. These technical agencies will be glad to assist the Committee in assembling and interpreting facts, indicating what has been done, what still needs to be done, and in such other ways as the Committee may desire.

I make this suggestion for immediate study of our forest problem by the Congress in the belief that definite action should be taken by the Congress in 1939. States, communities and private capital can do much to help—but the fact remains that, with some outstanding exceptions, most of the states, communities and private companies have, on the whole, accomplished little to retard or check the continuing process of using up our forest resources without replacement. This being so, it seems obviously necessary to fall back on the last defensive line—Federal leadership and Federal action. Millions of Americans are today conscious of the threat. Public opinion asks that steps be taken to remove it.

If the preliminary action is taken at this session of the Congress, I propose to address letters to the Governors of those States in which the amount of state and privately owned forest land is substantial, enclosing to them a copy of this Message to the Congress and asking their full cooperation with the Congress and with the Executive Branch of the National Government.[1]

[FRANKLIN D. ROOSEVELT]

[W. H. PRESS RELEASES:M]

[1]This message was drafted by the Agriculture Department in accordance with Roosevelt's request of Jan. 27, 1938 *(ante,* 739). Acting Secretary of Agriculture Wilson sent a draft to Roosevelt on Feb. 25, 1938 (OF 149). The President made some half-dozen minor changes in this draft and added the seventh and last two paragraphs of the text as here printed. In the Senate the message was referred to the Committee on Agriculture and Forestry; in the House, to the Committee of the Whole House *(Cong. Rec.,* 75th Cong., 3d sess., 83:3, 3317-3318; 3320-3322). For the subsequent action taken, see note in Rosenman (ed.), *Public Papers,* VII, 149, and Wallace to Roosevelt, April 6, 1938, *post,* 772.

759 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *March 15, 1938*

DEAR MR. PRESIDENT: I am enclosing for your consideration a proposal of the Forest Service with far-reaching implications. This proposal involves two major public problems: the immediate use of private forest lands at a minimum expense, for purposes of unemployment relief; and the increased production of forest crops, particularly from cutover lands held in private ownership. The plan of action proposed is similar in many respects to that so successfully used in the British Isles. There is enclosed a brief summary covering the British System.

The plan to enter into cooperative agreements with landowners providing the use of their lands for forest production, with the recapture of a large portion of the Federal expenditures through sale of the products grown, places the proposal on a basis that should assure uniform public support. The plan appears to offer many advantages in that it integrates unemployment relief and the prevention of unemployment with a partially liquidating enterprise. In addition, it would result in the production of a raw material that would offer an opportunity for employment that, in the long run, should absorb large numbers of workers.

I am glad to concur in the proposal and to recommend it for your consideration.

There is attached a brief report covering the plan, an outline of procedure that might be followed, and a short bill, the enactment of which would facilitate action.[1]

Respectfully,

H. A. WALLACE

[13:PPF 1820:TS]

[1]The draft bill, dated March 1, 1938, is present. Also present is a summary (four pages, typed) of a report of the Reconstruction Ministry of Great Britain on forest conditions in the United Kingdom.

760 ***[Enclosure 1]***

March 10, 1938

Summary

(1) The Federal Government will manage private forest land under contractual agreement with the owner.

(2) The Federal Government will pay all costs of forestry operations over the period of the contract.

(3) The Federal Government is reimbursed by retention of from 50 to 90 per cent of the receipts from sale of products.

(4) The owner pays all taxes and management of the land is returned to him upon completion of the contract.

(5) People on relief and subnormal income farmers would be used for the improvement of the land through forestry operations.

(6) The plan combines the desirable objective of rehabilitation of people with rehabilitation of private forest land. It proposes an expanded program during times of distress and contraction to a minimum during normal times.

(7) The cost of the plan will vary with the number of men employed. As a minimum, $15,000,000 per year will be required for 80,000 men on a 3-month basis; $95,000,000 for employment of 500,000 men on the same basis; $500,000 will be required for initiation, including planning, organization of the work and contract negotiations.

[13:PPF 1820:T]

761 ***[Enclosure 2]***

March 10, 1938

Analysis of Sample Area

In the southern pine area west of the Mississippi River, embracing over 45,000,000 acres in Arkansas, Louisiana, Oklahoma and Texas, shown on the map following, there is an annual requirement, above growth, of about three million cords of pulpwood.

Within this area are over 268,000 farms. Cotton is their principal cash crop. Overproduction and foreign competition, with the resultant depressed price, have made it impossible for many farmers to meet their absolute needs without outside assistance and have left these farmers in dire circumstances.

During the past year W. P. A. expenditures in these four States were $196,000,000; during the past three years, A. A. A. expended $32,000,000 in the forest area within the four States.

There is an under-production of wood in the area. Ten pulp and paper mills, utilizing pine, and over 1,300 pine sawmills, and other demands, now require approximately 10,000,000 cords of wood including over 2-1/3 billion board feet of logs each year. There are nearly 29,000,000 acres of forest land not in public ownership, over 7,000,000 acres of which are on farms. Timber farming offers the only apparent solution.

[13:PPF 1820:T]

762 ***[Enclosure 3]***

March 10, 1938

A National Cooperative Reforestation Plan for the Promotion of Forest Land Management and the Prevention and Relief of Unemployment

As yet, no adequate national policy or program has been developed for forest lands not under Federal control. The following report and recommendations propose such a policy and program.

Under long-time lease or cooperative agreement the government would utilize forest land as a cushion to offer employment in times of distress to persons requiring assistance and to farmers needing supplemental cash income, in carrying out forest land management activities. These would include tree planting, thinning and other woods work designed to increase the income from forest land by establishing a forest crop on denuded forest and submarginal

agricultural land and by increasing the productivity of existing second growth forest stands.

Funds appropriated for relief purposes would be used to finance the program. Fifty per cent or more of the expenditures would be recovered from receipts for products sold from the land.

Present Situation

1. The total area of forest land not under public control is 474,000,000 acres. Of this acreage, 429,000,000 acres has been cut over and generally burned or erroneously placed under cultivation. It is with the latter classes of land that this report is primarily concerned although there is some opportunity for forestation and improvement of State and community forest areas.

2. It is inevitable that the United States will face a shortage of timber of suitable quality in the future unless the situation is met by an adequate program at this time. In fact, because of long distance to major consuming centers and particularly to large agricultural centers, the price of lumber is now materially restricting building construction and indirectly lowering standards of living. New uses of wood are developing at a tremendous rate and the establishment of plants for the fabrication of wood, particularly in the South and in the Northwest, renders necessary a comprehensive approach to the problem of a permanent supply if those industries are not to be transitory.

3. In the United States, forestry on forest lands has not been generally accepted by private enterprise as a profitable undertaking and of grave concern is the fact that in the regions where tree growth is natural, the supplemental income that should be available on every farm has not been available because forestry has not been understood and has not been integrated with the farm enterprise.

It appears sound judgment, purely from an economic standpoint, to devote considerable acreages of low-grade agricultural land to a forest crop, to reforest areas of denuded forest land, and to increase the productivity of existing second growth stands by cultural operations.

Such a program, to be carried out as proposed herein, would accomplish this and would:

(a) Provide employment for persons on the relief rolls;

(b) Provide supplemental cash income through employment to needy farmers;

(c) Make strides toward a balance between growth and utilization of wood;

(d) Make productive use of otherwise idle land and eliminate it as a hazard from an erosion and flood control standpoint;

(e) Develop a condition of stabilized employment in growing and harvesting a continuous crop of wood.

4. The bearing of the plan recommended upon flood and erosion control and the use of submarginal agricultural land is of great importance. When effectuated, the plan will offer the opportunity to reforest watersheds with ultimate liquidation of better than 50% of the cost.

5. The production of raw material from forest lands and farm wood lands of the United States offers a major opportunity to liquidate unemployment now and in the future. It should form a part of any permanent Public Works Program.

Recommended Action

The proposed policy and plan, it is believed, will give part-time employment to not less than 500,000 workers in the regeneration and management of forest lands. Costs will be liquidated in part from returns. The ultimate result will be the liquidation of unemployment, the elimination of potential relief clients and the creation of new sources of employment in private enterprises.

The following recommendations are made:

(a) That timberlands carrying commercial timber, other than farm woodlands, be brought under regulatory control.

(b) That the forest and sub-marginal agricultural land of the United States be used as a cushion to offer employment in times of distress, the forestry program to be expanded during such times and reduced to a minimum during times of prosperity.

(c) That authority be granted the Department of Agriculture to enter into cooperative agreements with owners of forest land, over long periods, such cooperative agreements to provide for forestry enterprises that will result in maximum wood production and thereby maximum returns.

(d) That the provisions of this program include cooperation with public agencies in the forestation and management of State and community forest areas.

(e) That no cooperative agreement or lease be entered into without provision that at least 50% of the total expenditures in the management of the land shall be returned to the Government.

(f) That the undertaking be developed insofar as practicable in cooperation with the State forestry agencies.

(g) That for immediate purposes, funds now appropriated directly or indirectly, for the relief of unemployment and for farm stabilization and improvement, be diverted in amounts necessary to effectuate these recommendations under the general plan proposed.

(1) The Forest Service, working through State Forestry agencies, is prepared to initiate and carry on the recommended program which, if placed in effect, will represent the greatest step forward in forest conservation since creation of the National Forest system.

(2) The recommended policy and plan can be initiated in three months and the objective should be a minimum of 50,000,000 acres covered by agreements.

(3) Fifteen million dollars per year, as a minimum, would be required to establish and carry on a basic skeleton program, giving part-time (three months per year) employment to 80,000 men, which could be expanded to employ at least 500,000 men part-time, on the same basis, for about $95,000,000 per year as acreages came under agreement and it became necessary to extend relief to available people. An immediate allocation of $500,000 would be required for localized plans, organization of the work and initial negotiation for contracts.

[13:PPF 1820:T]

763 ROOSEVELT TO GOVERNOR FRANK MURPHY, Lansing, Michigan

[WASHINGTON] *March 15, 1938*

MY DEAR GOVERNOR: I believe you know of my long-time interest in the forest land problem of the nation, particularly as it applies to stabilized employment, farm income, and all the other benefits inherent in forests. I am firm in the belief that there is a vital public interest involved in the proper protection and management of the forests, and I am convinced that under such management these areas can add materially to the national wealth and well-being. Without proper management, the reverse is true.

Michigan, together with its sister Lake States, has long since passed the peak of lumber and forest products production. In some ways the problem of vast areas of non-productive land, which actually become a burden to the general public, has been attacked aggressively in the Lake States region. For example, the system of fire protection on forest lands in Michigan is one of which the State can well be proud. Your method of placing tax-delinquent land under State ownership and management is, I understand, one of the best yet evolved. In spite of this, there is still a large percentage of the area of the State which is today adding little, if anything, to the wealth and well-being of its people.

Information given me indicates that of a total land area of 36,787,000 acres, more than 19,000,000 acres, or 51.5% is classified as forest land, of which 61% is still in industrial ownership, 23.5% is owned by farmers, with the balance in public ownership. The relative importance of the forests in Michigan in the industrial and employment picture has been reduced materially, and at the present time only 5% of the total industrial establishments, representing 1.5% of the total wages paid, are dependent on the forests for their raw material. In spite of this, the forest products industries in the State are still the life-blood of many of its communities, and so far as I can determine but little progress has been made in the application of good forest practices on the remaining timber stands.

In order to fully protect the public interest involved, I have no doubt you agree that the State might well exercise its sovereignty to an extent that will insure all the benefits possible from the proper management of a great natural resource.

I am writing the Governors of the other Lake States suggesting the desirability of some common plan of action which might well include public regulation of private operations on forest land.[1]

Since the forest land problem of the Lake States is of regional character and since this regional situation has obvious national implications, I am enclosing for your information a copy of the Message I have recently addressed to the Congress. In this Message I have recommended a study by a Joint Congressional Committee looking towards the development of essential legislation during the next session of Congress.

I ask your cooperation in fulfillment of the objectives set forth in the Message.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 149:CT]

[1]Letters similar to this one (all dated March 15, 1938), but differing according to the special forest problem of each state, were sent to the governors of all states having appreciable forest areas except where the forests were largely in Federal ownership. All the letters were drafted by the Agriculture Department; copies are present with the one here printed. Replies were referred to the Agriculture Department.

[2]Answered *post*, 787.

764 ROOSEVELT TO CORDELL HULL, SECRETARY OF STATE

WASHINGTON, *March 17, 1938*

MEMORANDUM FOR THE SECRETARY OF STATE: I have approved this report[1] and the letter from the Secretary of the Interior. Will you, therefore, be good enough to cooperate with the Secretary of the Interior and other officials in presenting the matter through official channels to the Government of the Dominion of Canada?

F.D.R.

[13:OF 1119:CT]

[1]*Report to the President of the United States on the Quetico-Superior Area by the Quetico-Superior Committee* (1938).

765 *[Enclosure]* HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Mar. 16, 1938*

MY DEAR MR. PRESIDENT: By Executive Order of June 30, 1934, upon the joint recommendation of the Secretaries of the Interior and of Agriculture, you established the Quetico-Superior Committee, which has prepared its first report for submission to you. I have long been in sympathy with the major objective sought by the Committee, which is to set aside as an international wilderness sanctuary the Pigeon River and Rainy Lake watersheds, including countless streams and lakes, in northern Minnesota and adjacent Ontario. I am fully convinced that such a wilderness area, within easy reach of 35,000,000 citizens of the United States, is socially and economically desirable. It is proposed that the area be dedicated as "a peace memorial to the service men of both countries who served as comrades in the Great War." The Committee's program has the endorsement of veterans' organizations both in the United States and Canada. I believe that the establishment of this sanctuary would call world-wide attention to the continuing peaceable relations between these two good neighbor nations of North America.

To make its program effective, the Committee makes two basic recommendations, with both of which I am in accord. First, it will be necessary to place under Federal control all of the lands within the proposed sanctuary. This end can be achieved under existing law; except for the Grand Portage Indian Reservation, at the eastern tip of the area, all of the lands will then be within the Superior National Forest. The National Forest Reservation Commission and the State of Minnesota, through its Conservation Commission, have already approved this part of the plan.

The Committee's second recommendation is that the international character of this sanctuary be established and maintained by treaty with the Dominion of Canada. The Committee's Executive Secretary, Ernest C. Oberholtzer, has held numerous informal meetings with representative Canadian citizens and officials, who believe that the Dominion Government would welcome your initiative in the matter. At my suggestion, Mr. Oberholtzer also consulted Honorable R. Walton Moore, Counselor of the Department of State, who indicated that upon instruction from you the Secretary of State would be pleased to present the matter through official channels to the Dominion Government. I believe that the Committee's report clearly indicates the desirability and the feasibility of its program, and I urge that proper

inquiries be now addressed to the Dominion Government.

Although the Quetico-Superior Committee has submitted its recommendations, I am certain that its proposal can not be carried out before June 30, 1938, the date on which its existence would end in accordance with your Executive Order. I intend, therefore, in the near future, to submit for your approval a draft of a new order to extend the existence of the Committee to June 30, 1942.

Sincerely yours,

[HAROLD L. ICKES]

[13:OF 1119:CT]

766 HENRY MORGENTHAU, JR., SECRETARY OF THE TREASURY, AND DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON *[March 17, 1938]*

MEMORANDUM FOR THE PRESIDENT: At a conference had with you by the Acting Director of the Bureau of the Budget on Monday, March 7th, last, with respect to your policy on flood control, you suggested that serious thought be given to the proposition of having Congress enact a billion-dollar flood control program; the work to be done by the Army Engineers; the funds to be raised by the Treasury through the sale of Government bonds in the regular manner; such funds to be loaned to those States desiring the prosecution of flood control projects, repayable over a period of fifty years, without interest, such repayments to be used in retiring the bonds sold by the Government.

By your memorandum of March 8, 1938, you referred to the Secretary of the Treasury a memorandum of the same date addressed to you jointly by the Secretary of the Interior and Honorable Frederic A. Delano, upon the subject of a public works revolving fund.

With respect to the subject first above mentioned the following facts and observations are submitted: Disregarding the flood control of the main stem of the Mississippi River, which is really in a class by itself, there are now on the books flood control projects, authorized by the Omnibus Flood Control Act, as amended, estimated to cost the Federal Government, for construction, a total of $344,000,000 and to cost local interests, for lands, easements, rights-of-way, and damages, a total of $107,000,000, or a grand total of $451,000,000. In addition, Congress has authorized and directed the making of examinations and surveys of some 335 additional streams and localities with a view to the adoption of projects for the control of floods. How many of such projects will actually be adopted and what their total cost will be cannot, of course, be even approximated at this time. Other such examinations and surveys will undoubtedly be provided for in the future. We think it safe to predict, therefore, that the ultimate cost of a nation-wide plan for flood control will certainly amount to a billion dollars, and probably more. While we have not had time to go into the matter thoroughly from every angle, your suggested plan for financing national flood control would seem to us to have a great deal of merit and one worthy of detailed collaborative study by the Treasury Department, the Bureau of the Budget, the National Resources Committee, and interested Departments, particularly, War and Agriculture. The following phases of the matter are of particular interest:

(1) We are now committed to an annual expenditure of about $50,000,000, with the great probability that this sum must be materially increased if the demands of local interests are

acceded to and if the existing policy of local cooperation is discarded. Hence, the payment of annual interest on one billion dollars of Government bonds would probably be cheaper than our annual outlay for flood control. Assuming that the Treasury would have to pay an average interest rate of 3 per cent over a period of fifty years on a $1,000,000,000 bond issue, we would pay out in interest over that period, if the bonds are retired at the rate of $20,000,000 a year, the sum of $765,000,000. It is seen, therefore, that the total cost of flood control would be $1,765,000,000, of which the States would pay $1,000,000,000, or about 57 per cent, and the Federal Government $765,000,000, or about 43 per cent. On the present basis of $451,000,000 of projects now authorized, of which the Federal Government pays $344,000,000 and the States $107,000,000, the ratio is Federal Government about 76 per cent, and the States about 24 per cent. This is based upon a continuation of local cooperation; otherwise the Government cost would, of course, be 100 per cent.

(2) The country at the present time is apparently flood control conscious and with every recurring flood demands upon the Government for relief will become more insistent and far-reaching. The adoption of a scheme of financing, such as you suggest, would at once indicate whether the pressure comes from those who will eventually pay the bills or from politicians. It would also, without doubt, we believe, result in the prosecution only of projects of real merit, in which the cost of construction bears a proper relation to the benefits to be derived. Pork-barrel tactics would thus be eliminated.

It is proper to point out that there would necessarily be some delay in getting under way a program such as the one under consideration and that in the interim the Government would have to continue the program now in effect. Assuming that Congress would enact the required legislation early in the calendar year 1939 (serious doubt being entertained that action would be taken during the present session, with the 1938 elections coming on), it would then be necessary for the legislatures of the various States to enact enabling legislation and for compacts to be entered into between States with respect to projects interstate in character and such compacts would probably have to be sanctioned by the Congress.

There are two angles to this matter which are of particular concern to us, to wit: (a) the handling of the funds loaned to the States, and (b) their repayment to the Treasury. As to (a), while loans should be allocated to States, the funds should remain in the Federal Treasury and be drawn upon to meet the costs of prosecuting the projects for flood control, an account being kept for each State and periodic statements furnished to it. Otherwise there might be a danger that the funds would in some instances, be diverted. And with respect to (b), there should be some assurance to the Federal Government that the loans made to the States would be repaid and that such repayments would be made in the annual installments contemplated by the plan. Just how this may be accomplished would have to be worked out and provided for in the legislation to be enacted by the Congress.

Adverting now to the suggestion that a revolving fund be created for the handling of public works, we wish to register our opposition to such a plan. Revolving funds violate the principles of proper budgeting and are highly objectionable in many ways and for many reasons. Such a plan would necessarily include projects for flood control and would, of course, displace the plan for financing this class of public works which we have discussed in the forepart of this memorandum. If it be your desire to make loans to States and local governments for public works authorized not only by Federal law but by State and municipal law, it is our definite recommendation that the authority of the Reconstruction Finance Corporation be broadened so as to enable it to make such loans in the manner set forth in the accompanying draft of an Act prepared by Jesse Jones of that Corporation. This would be more businesslike and we believe the loans would be better administered. Moreover, we believe that Congress would be less likely to make grants to the States out of funds of the Reconstruction Finance Corporation than it would out of a revolving fund.

H. MORGENTHAU JR.
D. W. BELL

[13:PPF 1820:TS]

767 ROOSEVELT TO MONSON MORRIS, PRESIDENT, AIKEN COUNTY RURAL ELECTRIFICATION ASSOCIATION, Aiken, South Carolina

WARM SPRINGS, GEORGIA, *March 25, 1938*

DEAR MONSON: I was delighted to receive your letter of March eighteenth[1] and particularly to know of your activities along forestry lines. This, as you know, is a subject that has had my deep concern for many years, and I have watched with a great deal of interest and some foreboding the large industrial expansion, based on wood as a raw material, which has taken place in your section of the country.

I am tremendously interested in the Bill which you say was enacted by your Legislature. While I do not have a copy, it apparently approaches the forest-land problem of South Carolina on a cooperative basis whereby an association, semi-public in character, is to take over the management of the tax-delinquent lands within the county. Presumably, after this land has been rehabilitated by the Association, the resulting net revenue will accrue to the benefit of the county as a whole. Working cooperatively with the State and Federal forestry agencies, this seems to me to be commendable.

You will be interested in knowing that I am now giving consideration to a somewhat similar plan on a National basis. This contemplates productive work on forest land as a cushion for unemployment, and on a semi-liquidating basis in cooperation with private owners and State agencies.

On March fourteenth, I sent a special message to the Congress on the forestry problem of the Nation and requested that a Joint Committee be appointed to make a study so that definite action could be taken by the next session of Congress. I stated that ". . . States, communities, and private capital can do much to help . . ." and the action taken by your Legislature, together with the idea proposed in the resolution passed by your County Forestry Committee, seems to me to be a fine example of the type of help that can be rendered locally. I believe that, after it has been appointed, this Joint Committee should study the plan about which you have written me, and I hope you will, at the proper time, suggest such action.

It gives me pleasure to note that we are both thinking along the same lines.[2]

Best wishes to you.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 2637:CT]

[1]Morris enclosed a copy of the resolution submitted by the Aiken County Forestry Association to the Aiken County delegation in the South Carolina General Assembly asking that the state authorize a reforestation plan. His letter (PPF 2637) stated that "all the county land bought-in for nonpayment of taxes is to be turned over to our Association, and we are going to plant pines on all the worthless lands thereon and hope within fifteen years our county will need no county taxes, as the sale of the products from this land will pay them all."

[2]Drafted by the Forest Service. Silcox, in his letter to Rowe, March 24, 1938, covering the draft, said that he thought the plan offered a real opportunity to turn nonproductive into productive land "with least violation to the local set-up." He thought, however, that the estimate of fifteen years for recovery of the investment was too optimistic.

768 ROOSEVELT TO REPRESENTATIVE EDWARD T. TAYLOR OF COLORADO

WASHINGTON, *March 25, 1938*

MY DEAR MR. TAYLOR: Since the Congress has authorized the Colorado-Big Thompson Transmountain Water Diversion Project, which involves lands and waters previously authorized for addition to Rocky Mountain National Park, I consider it important and desirable that boundary adjustments and other compensatory measures included in your bill (H. R. 8969) be enacted into law as early as possible.

The areas proposed for addition to the park are of outstanding scenic value. I am convinced that the proper safeguarding of such resources, which would be provided by the enactment of your bill, will result in great public benefit to the State of Colorado and to the Nation.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] Copy sent to Interior 3/26/38 hm

[13:OF 6—P:CT]

[1]Drafted by the Interior Department. Ickes, in his letter of March 23, 1938, sending the draft, said that enactment of the bill was particularly desirable because of the authorization of the Colorado-Big Thompson Transmountain Water Diversion Project. He said that local groups who opposed enlargement of the park had protested to Taylor and that the latter had said he would not press for the enactment of the bill during the current session of Congress. H. R. 8969, introduced Jan. 14, 1938, was referred to the House Committee on Public Lands but was not reported *(Cong. Rec.*, 75th Cong., 3d sess., 83:1, 566).

769 ARNO B. CAMMERER, DIRECTOR, NATIONAL PARK SERVICE, TO ROOSEVELT

WASHINGTON, *March 28, 1938*

MEMORANDUM FOR THE PRESIDENT: In your memorandum of March 21 to Mr. Silcox and myself, you said: "I understand you are in substantial agreement in regard to the Mount Olympus National Park project. If this is true, will you join in giving the bill a push in both Houses? Let me know at Warm Springs how things are coming on."[1]

The Budget this morning received clearance for the project from the Secretary of Agriculture, and promptly gave it Budget clearance. Silcox and I are in complete agreement, and Secretary Ickes has reviewed the boundaries developed under your instructions. From now on every effort will be centered on putting it through Congress. Certainly I shall do my very level best to help push it along.

Copies of Agriculture's and the Budget's clearance letters are attached for your information.[2]

ARNO B. CAMMERER

[13:OF 6—P:TS]

[1]The entire memorandum is here quoted.

[2]The Olympic National Park Bill (H. R. 10024) was introduced by Representative Wallgren (Wash.) on March 25, 1938. The hearings before the House Committee on Public Lands are printed: *To Establish the Olympic National Park in the State of Washington,* Hearings, 75th Cong., 3d sess., on H. R. 10024, April 29, 1938 (Washington, 1938). For the history of the bill see *post,* 801.

770 GOVERNOR CLARENCE D. MARTIN OF WASHINGTON TO ROOSEVELT

OLYMPIA, *March 31, 1938*

MY DEAR MR. PRESIDENT: The people of this state and I share your keen appreciation of the great forest wilderness on the Olympic Peninsula, and your desire to preserve an adequate part of this unsurpassed wonderland in its primitive state. However, I believe that the boundaries proposed in House Resolution 10024 by Congressman Wallgren, embracing nearly one million acres and nineteen billion feet of standing timber are too large, and such extensive reservation would unnecessarily curtail the state's economic advancement. The desired scenic and recreational advantages can be preserved within a smaller area.

The boundaries, as proposed, will seriously interfere with sustained yield management of approximately 200,000 acres of school and granted lands immediately adjoining, with the tax structure of the state, and with the economic use of mineral, fish and waterpower resources.

I fully concur with you in your statement (contained in your letter of March 15 and message to Congress of March 14) that "Some way must be found to make forest lands and forest resources contribute their full share to the social and economic structures of this country." This, however, cannot be accomplished nor can employment opportunities be maintained or enlarged by withdrawing from utilization such vast areas and resources.

I heartily favor a park of adequate proportions that includes and preserves the important scenic and recreational features, including large stands of mature forests, but not one so extensive as to prevent controlled development and reasonable use of natural resources so vital to the welfare and progress of this state.

The accompanying map contains my recommendations for an Olympic National Park of approximately 450,000 acres, which I believe adequate. The proposal for a park along the ocean beach is omitted from this recommendation since this area is impractical for park purposes.

This proposal is based upon careful investigation and study by the State Department of Conservation and Development and the State Planning Council. I therefore respectfully urge your further consideration and the opportunity to present a complete statement of my position to you and the Congress.[1]

Sincerely yours,

CLARENCE D. MARTIN

[13:OF 6—P:TS]

[2]Answered *post,* 778.

771 ROOSEVELT TO ROBERT FECHNER, DIRECTOR, CIVILIAN CONSERVATION CORPS

[WASHINGTON] *April 5, 1938*

MY DEAR BOB: I regret very much that it is impossible for me to be present at your celebration of the fifth anniversary of the Civilian Conservation Corps. However, I want to tell you once more how keenly I have followed the successes of the CCC from its initiation in the Spring of 1933 to the present time.

It should be a source of gratification to the country that in the Corps we have an organization that conserves and develops our natural resources and at the same time gives unemployed young men practical training and health advantages which return them to their home communities better equipped for private employment. While your reports show a huge job has already been done in advancing a sound conservation program, the studies of the National Resources Board indicate that a tremendous lot of needed conservation work remains to be accomplished. It is my earnest hope that the Corps may continue its fine work for many years to come.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 2265:CT]

[1]Drafted by Hassett.

772 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *4/6/38*

Secretary Wallace:[1]

"DEAR MR. PRESIDENT: With regard to the Forestry Message which you sent up a couple of weeks ago (March 14th), Sen. McAdoo is now requesting the Forest Service to prepare for him a resolution which he would introduce.[2]

"I would like to know if it is all right for the Forest Service to play ball with Sen. McAdoo on this matter."

[Notation: AS] Yes but would like to see the resolution. JR[3]
[Notation: A] telephoned to Sec'y Wallace's office.

[13:OF 149:T]

[1]This is in the form of a White House memorandum. Presumably Wallace read his note to Kannee over the telephone.

[2]This was passed June 14, 1938, as Senate Concurrent Resolution 31 (52 *Stat.* 1452). The resolution set up a joint committee of the House and Senate to investigate the condition, ownership and management of forest land in the United States with respect to the adequacy of protective measures against fire, disease and insects; continuous timber production of private lands; need for expanded public ownership; and the need for public regulation. Hearings were held in various parts of the United States, beginning in September, 1938, in Idaho, and concluding in

February, 1940, in Washington, D. C. Transcripts of the hearings are printed: *Forest Lands of the United States,* Hearings before the Joint Committee on Forestry, 75th Cong., 3d sess., on S. Con. Res. 31, Parts 1-8 (Washington, 1939, 1940).

[3]James Roosevelt, Secretary to the President.

773 KENNETH A. REID, GENERAL MANAGER, IZAAK WALTON LEAGUE OF AMERICA, TO ROOSEVELT

CHICAGO, *April 14, 1938*

DEAR MR. PRESIDENT: As you may know, the Izaak Walton League of America has since its conception in 1922 steadfastly stood for the correction of the nation wide abuses of our streams by pollution from both municipal and industrial sources.

Our fight has been productive of beneficial results in a number of states, but we are convinced that the only eventual solution is Federal control on a watershed basis. The very nature of water flowing by gravity with an utter disregard for man-made political boundaries makes the logic of this position self evident.

We started the movement for control of pollution on a national basis with the "Dern-Lonergan" Conference in 1934 in Washington, D. C. We supported the Pure Streams Bill introduced by Senator Lonergan[1] and are now supporting the compromise bill HR 2711 which resulted from a conference between Senator Lonergan and Senator Barkley.[2] While we do not feel that this Bill is as desirable as Senator Lonergan's Bill, we were agreeable to support it in order to avoid a stalemate and hope that something may be done to get it out of conference for action this session.

Certainly water has been the orphan stepchild of the entire conservation picture, and our polluted streams have been a national disgrace for many years.

We can think of nothing that could be of more broad public benefit than the sensible correction of these abuses and when we consider the tremendous losses that the nation suffers every year by reason of rampant pollution of streams and coastal waters, we have every reason to believe that correction of this evil would in the long run not cost the nation a thin dime. It would mean a different distribution of costs to be sure, but the pollution penalty load that we are paying today would likely offset the needed investment for treatment.

In connection with your new plans for pump-priming, will you not give Pollution of Streams the consideration that it justly deserves? The passage of HR 2711 as amended by the Senate would be a first and logical step. Allocation of funds to put men back to work for municipal sewage plants and industrial waste treatment plants would be a second logical step. May we suggest that it would both simplify the allocation of these funds and accomplish much needed and lasting public benefits if you could make a ruling to the effect that "unless and until a municipality that has a sewage system either has an adequate sewage treatment plant or bonafide plans for installing one" it will not be eligible for Federal funds for any other purpose?

May we respectfully suggest that you give this matter your careful attention in the public interest?[3]

Sincerely yours,

KENNETH A. REID

[13:OF 114—A:TS]

[1]The Lonergan Water Pollution Bill, introduced in 1936 as S. 3958 and in 1937 as S. 13.

[2]The Vinson Water Pollution Bill of 1937.

[3]Answered *post,* 780.

774 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *April 15, 1938*

DEAR MR. PRESIDENT: In answer to your memorandum of March 18[1] in which you ask certain questions relative to a hypothetical case which might come up under the proposed National Cooperative Reforestation Plan, I wish to submit the following:

Your hypothetical case was: "I am a poor man owning a farm of 200 acres in the Ozarks. I farm 50 acres—100 acres are in brush or eroded pasture. The balance of 50 acres is in 20 year old second growth mixed hardwoods."

Your questions and the answers are:

1. Q. What contract do I make with the Government? A. Attached is a sample form of contract of the sort we propose.

2. Q. How long does the contract run? A. The contract runs until receipts from sale of products produced on the forest land repay the Government 50 per cent of the expenditures made by the Government for its improvement. In you specific case it would be approximately 30 years.

3. Q. What do I get in cash? A. Fifty per cent of the receipts from sale of products produced on your forest land until such time as the Government has been reimbursed in an amount equal to 50 per cent of its expenditures for its improvement and after that the full income from the land. During the period of the contract, priority of opportunity for employment is contemplated in connection with work on your own and other similar neighborhood projects, which should result in a cash income of perhaps $100.00 to $200.00 in the near future.

4. Q. What does the Government spend? A. The Government would spend approximately $1,500 over a period of 15 years.

5. Q. What is the ultimate return to the Government and to me? A. The ultimate return to the Government, derived from sale of products produced on your forest land, would be $750. In addition, in this case a sounder tax base for continuous revenue would be developed. The return to you over the period of 30 years would be approximately $950.00. At that time the land would be in such condition that it should be capable of producing approximately $1.35 per acre annually.

In your hypothetical case no expenditure for, or income from, harvesting operations is included. There are shown only the values in the form of stumpage to be derived from increased productivity of the land as a result of its improvement. In some instances it is contemplated that the Government may carry on the harvesting operation, which would result in a change in the financial set-up, involving increased expenditures, more employment and greater income.

There is enclosed an Operation and Expenditure Plan showing the basis for your contract.

In addition to the hypothetical Ozark Farmer case you set up, I am enclosing a contract and an Operation and Expenditure Plan covering a hypothetical case involving 10,000 acres of southern Arkansas pine land such as might be owned by a lumber company. Operations to increase its productivity would afford work for unemployed persons in nearby towns.[2]

Respectfully,

H. A. WALLACE

[13:PPF 1820:TS]

[1]Roosevelt's memorandum (OF I—C) asked: "Please let me have answer to the following hypothetical case which might come up under the proposed National Cooperative Reforestation Plan." The rest of the memorandum consists of the five questions here quoted by Wallace.

[2]See *post*, 777.

775 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *Apr. 22, 1938*

MEMORANDUM FOR THE PRESIDENT: On the 19th instant you handed me, for comment, a copy of a study (minus its appendices), dated January, 1938, prepared in the Office of the Chief of Engineers, entitled "Information on Flood Control in the Mississippi River Basin," together with certain memoranda by the National Resources Committee relating thereto.[1]

The study of the Chief of Engineers comprises 120-1/2 pages. The first 63 pages consist of a description of the Mississippi River Basin and an historical review of the river and its tributaries with respect to navigation and flood control. The balance of the document reviews the present authorized plans for the control of floods in the Mississippi Basin and the basins of the tributaries of that river and submits, for consideration, certain modifications and enlargements thereof and additions thereto.

In response to a resolution of the Committee on Flood Control of the House of Representatives, dated February 10, 1937, the Chief of Engineers prepared a comprehensive flood-control plan for the Ohio and Lower Mississippi Rivers, estimated to cost approximately $850,000,000. This plan was forwarded by you to the Chairman of the Committee under date of April 28, 1937, and in your letter of transmittal you stated:

> The report of the Chief of Engineers considers, of course, only one phase of the very large interlocking problem. For this reason it may be considered neither truly comprehensive nor effectively integrated. . . . In the light of all the circumstances attaching to this report, I am requesting that a further and complete study be made by all of the Government agencies involved, sitting together as a group to make recommendations for a complete picture. This report should be available to Congress by next January.

By your direction, the preparation of the report referred to in your letter to the Chairman of the House Flood Control Committee was undertaken by the National Resources Committee, with the cooperation of the Departments of War and Agriculture and other interested governmental agencies. At the same time the Chief of Engineers of the Army undertook the

preparation of the document entitled "Information on Flood Control in the Mississippi River Basin." This document was submitted to you by the Secretary of War on January 8, 1938, and on January 17, 1938, it was referred by you to the National Resources Committee with the statement: "I think this should be coordinated with the work and recommendations of the National Resources Committee."

On March 10, 1938, you transmitted to Congress a report by the National Resources Committee entitled "Drainage Basin Problems and Progams, 1937 Revision," stating that: "In accordance with my message of August 13, 1937 (in returning without my approval Senate Joint Resolution 57), I am presenting herewith for your consideration a comprehensive national plan for the conservation and development of our water resources."

However, in the report of the National Resources Committee, under the heading "Foreword by the National Resources Committee," appears this statement:

> Flood Control. The report recommends a program of investigations and construction for flood control and flood protection continuing many projects already authorized or under way. The interlocking problems presented by the Ohio and Mississippi Rivers, however, are so complex in character, so broad in scope, so inadequately explored as yet, and so far reaching in their relationships to various unsolved problems of national policy that it would be most unwise for the Congress to authorize at this time any additional general flood-control plan for them. We urge the early inauguration of the proposed comprehensive studies outlined on pages 72-75 of the report.

The National Resources Committee, in commenting on the January, 1938 study prepared by the Chief of Engineers, states that the data contained in the document appear to be drawn from a large reservoir of basic information, heretofore available only in part to its Water Resources Committee, that should be of great value in developing an over-all plan and program for the unified regulation and development of the Ohio and Lower Mississippi Rivers for all useful purposes; that the information demonstrates the need for review and revision of the flood-control plan submitted by the Chief of Engineers on April 6, 1937; that before an integrated plan and program may be formulated it will be necessary to correlate this information with other relevant material and to make additional investigations; and that such investigations would require *several years.* It is further stated that while requisite studies are being proceeded with on an experimental basis, extensive work of the type indicated requires additional allotments of funds to the Federal agencies concerned.

From the foregoing it would appear that the "Comprehensive Flood Control Plan for Ohio and Lower Mississippi Rivers" of the Chief of Engineers, transmitted to the House Flood-Control Committee by your letter of April 28, 1937, has as yet been only superficially reviewed; that the preparation of an alternative plan by the National Resources Committee has not as yet been undertaken, and that that Committee is now calling to your attention the present status of the matter and pointing out the vastness of the undertaking and the need for additional funds. I assume that the Committee desires a directive from you that it proceed with the work and assurance that the necessary funds will be forthcoming. This, of course, is a matter of policy which you alone can decide. I may observe, however, that the statement by the Committee that the necessary investigations would require *several years* would seem to present some complication in view of the present temporary status of the Committee and the present lack of assurance that it will be made a permanent agency. Under these conditions I might suggest that you appoint a special committee to consider the Ohio and Lower Mississippi flood-control problem, composed of representatives of the Departments of War, Agriculture and Interior, the Federal Power Commission, and other interested agencies, including the National Resources Committee as long as it may remain in existence.

In the meantime, the House Flood-Control Committee is holding hearings, and has been for some time, preparatory to reporting out a new flood-control bill. I understand that it has gone rather thoroughly into the plan for the Ohio and Lower Mississippi Rivers contained in the

report of the Chief of Engineers of April 6, 1937, which you transmitted to the Committee on April 28, 1937. This would seem to indicate that the Committee intends to take some action now with respect to these rivers. I do not believe that it could be induced to postpone such action for the several years which the National Resources Committee states would be required for it to further investigate the matter.[2]

D. W. BELL

[13:OF 79:TS]

[1]Sent to Roosevelt by Woodring with his letter of Jan. 8, 1938 (OF 25—N).

[2]Answered below.

776 ROOSEVELT TO DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *April 23, 1938*

MEMORANDUM FOR THE ACTING DIRECTOR OF THE BUDGET: In regard to the flood control plans for Ohio and Lower Mississippi Rivers, I suggest that you hold a conference with representatives of the Departments of War, Agriculture and Interior, the Federal Power Commission and the National Resources Committee.

As a matter of policy I suggest the following:

(1) That the National Resources Committee undertake the study of and report on the large and permanent program even if, as the National Resources Committee states, this will require several years. Some organization must head up this permanent integrated investigation looking toward permanent integrate plans and the National Resources Committee should act in this coordinating capacity.

(2) In the meantime, there are plenty of projects in the Ohio and Lower Mississippi areas on which everybody can agree. These projects will actually cost more than we can afford to spend during the next two or three years. Therefore, at this meeting I suggest a report and recommendation, again headed up by National Resources Committee, approving such specific projects as will fit into the ultimate and permanent plan and policy.

F.D.R.

[13:OF 25—N:CT]

777 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON] *April 25, 1938*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: I have given a good deal of thought to the enclosed National Cooperative Reforestation Plan[1] and there are two points wherein I am not in agreement.

1. The plan mixes up wood-lot forestry with commercial forestry—and that the two are very different problems is proved by the opinions of a generation of foresters and by the distinctions made in state laws between the two subjects. The enclosed plan is apparently

meant to work the same way for both the individual farmer who is trying to make a living off anywhere from fifty to five hundred acres of land, and a lumber company which rarely operates on units of less than ten thousand acres—running from that acreage up to hundreds of thousands.

It seems to me that the treatment of the wood-lot problem should be looked at a good deal in the way we look at the problem of farm tenancy—spending a good deal more of government funds than we ever expect to get back. If this distinction is made publicly and with our eyes open, it amounts to a gift of government money in the form of labor, trees and supervision. On such a basis, if the government only gets back $750 over a long period of years out of the $1,500 which it expends in behalf of the Ozark farmer, I have little objection.

2. In the case of lumber companies, however, I see no reason why the government should give them a subsidy any more than it gives a subsidy to many other forms of private enterprise conducted by corporations or the equivalent.

If the government is to help lumber companies by means of free labor, free trees and free supervision, it should get back all of the money it costs the government. And I think, indeed, that it should get back a low rate of interest in addition.

May I suggest that the plan be restudied in the light of these suggestions.

Apparently there is no provision in this plan for cooperative forestry—in other words taking a fairly good sized tract of, say ten to twenty thousand acres and handling the whole long-range operation through a cooperative association of the actual land owners themselves.[2]

F.D.R.

[13:OF I—C:CT]

[1]See *ante*, 759.

[2]Answered *post*, 792.

778 ROOSEVELT TO GOVERNOR CLARENCE D. MARTIN, Olympia, Washington

[WASHINGTON, *April 26, 1938]*[1]

DEAR GOVERNOR: I am ~~intensely~~ interested in your letter of March 31 and the accompanying map.[2] It had been my definite conviction that the establishment of the national park in the Olympic Peninsula would promote State as well as national interests. ~~I want you to know, however, that action in the Olympic matter which might uneccessarily curtail the economic advancement of the State of Washington has been and is farthest from my desire.~~

Views expressed in your letter will be given more careful and complete consideration than I have yet been able to accord them, and at the first opportunity I shall discuss the matter with the Senators and Representatives from your State, and with the members of my Cabinet most directly concerned.

Thank you for so frankly telling me of your own position in the matter.[3]

Sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT:DRAFT]

[1]A supplied and approximate date.

[2]The map is not present.

[3]This draft was prepared by the Agriculture Department; the deletions were made by Roosevelt. Acting Secretary of Agriculture Wilson, in his letter to Roosevelt enclosing the draft, April 26, 1938, said, "It occurs to me that the views expressed by the Governor bear so definitely upon your own personal conclusions regarding the proposed Olympic National Park that the enclosed draft may not, perhaps, be adequate under the circumstances." An attached memorandum, Roosevelt to Wallace, April 26, 1938, reads, "Will you speak to me about this at your convenience?" The letter was sent as revised, according to a notation on this memorandum.

779 ROOSEVELT TO CARL VROOMAN, Bloomington, Illinois

[WASHINGTON] *May 11, 1938*

MY DEAR CARL: This is in reply to your day letter of April twenty third, 1938, regarding application of the 1938 A. A. A. Farm Program to your particular area.[1]

In carrying out the purposes of the Agricultural Adjustment Act of 1938, it is our duty to maintain a continued and stable supply of agricultural commodities from domestic production adequate to meet the consumer demand at prices fair to both producers and consumers. The Act directs us to approach this problem through national, State, county, and farm allotments of acreage for several of the principal soil-depleting crops.

As you know, the new farm Act prescribes formulas by which the national acreage allotments shall be determined and apportioned among the States, counties and farms. These allotments are determined and apportioned in accordance with a uniform procedure and should result in equitable treatment to all farmers.

I am advised by the Secretary of Agriculture that to increase these allotments of soil-depleting crops would tend to defeat the purposes of the farm Act. Farmers again would be faced with price collapse such as heretofore has penalized heavy production. In the case of crop failure, an increased acreage allotment of soil-depleting crops would not necessarily affect the situation favorably and actually might be detrimental to the welfare of the farmers.

It does not appear feasible, therefore, to make the changes you recommend. The farmer administrative representatives in the field appear to be opposed to any alteration of the acreage allotments now in effect.

May I suggest that the farmers you represent make a further study of the provisions of the 1938 A. A. A. Farm Program, bearing in mind its objectives. Farmers have an opportunity to participate in a program designed to meet both their current and future needs. I believe this fact will be recognized more generally as the program becomes better understood.

I appreciate your interest in these farm problems and shall be grateful for your continued leadership and encouragement in obtaining the greatest possible participation in the 1938 Farm Program.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[APS] Do come & see me when you come to Washington

[13:OF I—K:CT]

[1]Vrooman said that the great majority of farmers in his area believed that twice as much land had been allotted to soil-building crops as was desirable (OF I—K). Vrooman was Assistant Secretary of Agriculture during the administration of President Wilson.

[2]Drafted by the Agriculture Department.

780 ROOSEVELT TO KENNETH A. REID, GENERAL MANAGER, IZAAK WALTON LEAGUE OF AMERICA, Chicago

WASHINGTON, *May 12, 1938*

MY DEAR MR. REID: This will acknowledge receipt of your letter of April 14, stating that the Izaak Walton League of America is supporting the Water Pollution Bill, H. R. 2711, and submitting suggestions relating to the prevention and abatement of water pollution.

I have read with interest your suggestion that Federal allotments made for the purpose of relieving unemployment might be made effective in reducing the loss the nation now suffers from stream pollution, and aid in accomplishing the primary purpose of the Water Pollution Bill. It is apparent that you have given careful thought to the protection of one of our greatest national resources.

As you know, I am vitally interested in the protection of our streams. I appreciate your thoughtfulness in calling my attention to your stand in connection with the Water Pollution Bill, and in submitting suggestions as to how its operation might be made more effective.[1]

Very sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 114—A:CT]

[1](Drafted by the Interior Department.) The Izaak Walton League withdrew its support from this bill when its enforcement provisions were stricken out in conference. Reid said these changes actually encouraged pollution by making the act of polluting a condition of eligibility for Federal aid (Reid to Roosevelt, June 23, 1938, OF 114—A). The Sanitary Water Board of Pennsylvania took the same stand and urged that the bill be vetoed because it would lull the public to a false sense of security (P. G. Platt to Roosevelt, June 23, 1938, OF 114—A). See veto message, *post*, 799.

781 ROOSEVELT TO HARRY H. WOODRING, SECRETARY OF WAR

WASHINGTON, *May 17, 1938*

MEMORANDUM FOR THE SECRETARY OF WAR: In view of the enclosed report of the National Resources Committee, it seems to me that the War Department should advise the Committee that while the plan proposed by the Acting Chief of Engineers is probably in harmony with the best long-term water plan for the Southern California drainage area, nevertheless, because of lack of final surveys covering the whole subject, the Congress should not authorize or appropriate for the project at this session. Probably by next January a

complete report can be made.

F.D.R.

[13:OF 132—C:CT]

782 *[Enclosure]* FREDERIC A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *May 13, 1938*

MY DEAR MR. PRESIDENT: In accordance with your request of May 10[1] for a report and recommendation on the project for flood control of San Antonio and Chino Creeks in San Bernardino and Los Angeles Counties, California, the following statement has been prepared by our staff with the approval of Chairman Wolman of the Water Resources Committee. In view of your request for an "immediate" report, this statement is submitted without waiting for reference to the members of the Water Committee or clearance by the members of the full National Resources Committee.

The Acting Chief of Engineers, in his memorandum of May 5, 1938, in effect recommends that the Congress authorize construction of a project along the lines described in the preliminary examination and survey, with the right of the Corps of Engineers to make such modifications as detailed investigations may suggest.

The parallel preliminary examination and survey by the Department of Agriculture for run-off and water flow retardation and soil erosion prevention which were authorized in the same act as the Army survey, are still in progress and the conclusions may not be available within a month or more. Since the problem in this part of Southern California is as much one of water conservation as of flood control, the report of the Department of Agriculture is of special importance.

In recent weeks an agreement has been reached among the State of California, the Corps of Engineers, and the Department of Agriculture for flood control surveys in Southern California. This project, however, has not yet been cleared through procedure outlined in that agreement, although the State of California has expressed special interest in the survey and in the project.

It is our conclusion that the plan proposed by the Acting Chief of Engineers is probably in harmony with the best long-term water plan for this drainage area, but that it may be subject to question on the score of economic justification and on adequacy of surveys. For its economic justification, both the estimated value of the flood loss prevented and the estimated increase in property values on account of such loss-prevention, are together claimed with possible duplication of amounts. The problem and the benefits are primarily intrastate. There is no indication whether less expensive techniques such as zoning for modified land use in areas of greatest risk may in any degree be applicable.

If it is your policy to encourage authorization by Congress of apparently useful projects in advance of completion of studies, we would, of course, see no objection to authorization of this project by the Congress at this time. However, we believe that allotments should certainly *not* be made for construction until detailed studies more fully support its economic justification as a Federal undertaking and until more complete agreement has been arrived at with reference to the most important engineering features of the project, among the Corps of Engineers, the Department of Agriculture, and the State of California.

Sincerely yours,

[FREDERIC A. DELANO]

[13:OF 132—C:CT]

[1]Roosevelt's memorandum (OF 132—C) reads, "For immediate report and recommendation." It is attached to a copy of Woodring's letter to Roosevelt of May 6, 1938, covering the report of the Acting Chief of Engineers of May 5, 1938, mentioned below. Apparently the report was not returned to the White House.

783 PRESS CONFERENCE, Executive Offices of the White House, May 20, 1938, 10:50 A.M.

[Excerpt] The President: I am sending out today to the Congress the message on phosphates, you will all be glad to know, since it is somewhat overdue.

It does call attention to the need of phosphates in the land and to some rather interesting figures in regard to the supply of phosphates in the world. We probably have the largest deposits of phosphate rock, phosphorous rock, of any other nation in the world, and the rest of the phosphates is only in three countries, Russia and French and British Colonies.

Science has been more and more coming to the conclusion that land runs out in most climates if it does not have the phosphates renewed in it. Of course the whole thing ties up with soil conservation because, if land runs out, farmers abandon it and thereupon erosion sets in. In other words, it is tied in with the general soil conservation problem.

In the United States, about seven or eight billion tons of phosphate rock that has been located, nearly all of it, the great bulk of it, is out in the Rocky Mountain states. About the only chemical phosphate that is being produced at the present time in this country comes from Florida and Tennessee and a very large portion of the Florida phosphate is exported. Actually, of the entire supply of phosphate rock, probably the Government owns today, on public land, something like three quarters of it and it is a very important thing to get a national policy as to the present development, including export, and the future development of phosphate, in view of these rather simple figures.

If you want to add a human interest touch to any story you write, it was brought home to me when I was preparing this message—I haven't got it in the message—the fact that no life can be successfully produced without phosphate. Just as an example, that includes human life, animal life and plant life. If you produce a crop for human consumption that is produced on a field with very little phosphate in the soil, it means that the children who eat hominy or the oatmeal do not get enough phosphate and of course we all know that the lack of phosphates in children is the cause of rickets and things like that. It is the same way with animal life of all kinds. It does not maintain its standard unless it gets phosphates out of its food. If cows do not get enough phosphate in the grass they eat, their milk has got less phosphate than it would have otherwise. So you can go on and enlarge on that ad lib. It really is a new thought for the American people that phosphate is necessary for all kinds of life, human, animal and plant and that is why it is of importance to this country for the next thousand years or so that we have a policy in regard to returning phosphate to the land.

Q: Mr. President, is it not the idea with respect to plant food to have a combination of phosphate and nitrates?

The President: Yes, and of course on the nitrate end of it—

Q: I was going to ask you about the nitrate side.

The President: That is the other side, Fred.[1] I am only a layman on this but the general idea is that when you plough under a cover crop in order to help bring the soil back, or when you put on the other types of fertilizer and manures, you do increase the nitrates but you increase the phosphates very little. When you plough a crop back, the bulk of the chemical is the nitrate end rather than the phosphate end, and the two are absolutely essential.

Q: Isn't the nitrate supply almost inexhaustible by reason of the power plants?

The President: We are not troubled by the nitrate supply. You can always bring the nitrate factor in the land back by ploughing crops under.

Q: Can you tell us what the recommendations are?

The President: The recommendation is that the Congress appoint a Joint Committee to make an immediate study and report back, with recommendations on policy, at the next session.

[13: PRESIDENT'S PRESS CONFERENCES: T]

[1]Fred Essary of the Baltimore *Sun.*

784 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *May 20, 1938*

TO THE CONGRESS OF THE UNITED STATES: The soil of the United States faces a continuing loss of its productive capacity.

That is a challenging statement. It would seem, therefore, to be the part of wisdom for the Government and the people of the United States to adopt every possible method to stop this loss and begin to rebuild soil fertility.

We give the name of "soil conservation" to the problem as a whole and we are already active in our efforts to retard and prevent soil erosion, and by the more intelligent use of land to build up its crop, its pasturage and its tree producing capacity.

As a result of the studies and tests of modern science it has come to be recognized that phosphorus is a necessary element in human, in animal and in plant nutrition. The phosphorus content of our land, following generations of cultivation, has greatly diminished. It needs replenishing. The necessity for wider use of phosphates and the conservation of our supplies of phosphates for future generations is, therefore, a matter of great public concern. We cannot place our agriculture upon a permanent basis unless we give it heed.

I cannot over-emphasize the importance of phosphorus not only to agriculture and soil conservation but also to the physical health and economic security of the people of the Nation. Many of our soil types are deficient in phosphorus, thus causing low yields and poor quality of crops and pastures.

Indeed, much of the present accelerated soil erosion in the United States has taken place, and is still taking place, on land that has either been abandoned or is ready to be abandoned because of a low productivity brought about by failure to maintain the fertilizing elements in the soil. In many cases the reclaiming of eroded land is largely a matter of stimulating plant growth such as legumes and grasses; but hand in hand with this we must also replenish the

actual phosphorus content of the soil.

Recent estimates indicate that the removal of phosphorus from the soils of the United States by harvested crops, grazing, erosion, and leaching, greatly exceeds the addition of phosphorus to the soil through the means of fertilizers, animal manures and bedding, rainfall, irrigation and seeds.

It appears that even with a complete control of erosion, which obviously is impossible, a high level of productivity will not be maintained unless phosphorus is returned to the soil at a greater rate than is being done at present. Increases by the addition of phosphorus to the soil must be made largely, if not entirely, in the form of fertilizers which are derived principally from phosphate rock.

Therefore, the question of continuous and adequate supplies of phosphate rock directly concerns the national welfare.

The total known world supply of phosphate rock is estimated at 17.2 billion tons, of which 7.2 billion tons is located in the United States. Nearly all the remainder is controlled by Great Britain, France and Russia. The supply in the United States is distributed as follows:

Florida 7.4%, Tennessee 1.4%, Western States (Idaho, Montana, Utah and Wyoming) 90.8%, and other States (Arkansas, Kentucky, South Carolina, and Virginia) 0.4%. The domestic production of phosphate rock amounted to 3,351,857 tons in 1936, drawn from Florida (78.3%), Tennessee (19.2%), and Idaho and Montana (2.5%). Exports of phosphate rock amounted to 1,208,951 tons, almost entirely from Florida, and consumption of phosphate rock for non-agricultural purposes totaled 352,275 tons.

Thus, it appears that of the total domestic production of phosphate rock only 53% was used for domestic agricultural purposes.

Owing to their location in relation to the principal fertilizer-consuming districts, the Florida and Tennessee deposits, which contain less than 10% of the nation's supply, are furnishing more than 97% of all the phosphate rock used for domestic agricultural purposes. Under present conditions, by far the greater portion of our phosphate requirements will continue to be drawn from the Florida and Tennessee deposits so long as these deposits last. When it is realized that the consumption of phosphatic fertilizer must be increased considerably if our soils are to be maintained reasonably near their present levels of fertility, which in many cases are far below the levels necessary for an efficient agriculture, it becomes apparent that the deposits of Florida and Tennessee will last but a comparatively short period.

It is hardly necessary to emphasize the desirability of conserving these deposits to the fullest extent for the benefit of agriculture in the East, the South and a considerable portion of the Middle West.

At the same time, serious attention should be given to the development of the Western phosphate deposits in order that they may be made to serve economically the widest possible territory. It is evident that our main reliance for an adequate supply of phosphate must eventually be placed on our Western deposits.

As of December 1, 1936, the Government owned 2,124,904 acres of proven and potential phosphate lands in Idaho, Montana, Utah and Wyoming, and 66,916 acres in Florida. The Government owns no extensive areas of phosphate land in other States. Although an exact estimate of the tonnage of phosphate rock on Government land is not available, the quantity in the Western reserve no doubt exceeds 5 billion tons. It appears that only a small portion of the Florida supply is on Government land.

I call your special attention to the interesting and valuable work of the Tennessee Valley Authority and the Department of Agriculture in devising new processes for treating phosphate rock and for using the new types of phosphate products. This work promises to make the great western deposits available to a large area of America.

These developments by themselves, however, will not lessen the drain on the comparatively small deposits in Tennessee and Florida because the methods of treatment can be used as well on these deposits as on those in the West. Inasmuch as the deposits in Tennessee and Florida are, and will continue to be, of vital importance to American agriculture, it is to the national interest that they be conserved to the fullest extent.

The disposition of our phosphate deposits should be regarded as a national concern. The situation appears to offer an opportunity for this nation to exercise foresight in the use of a great national resource heretofore almost unknown in our plans for the development of the nation.

I invite the especial attention of the Congress to the very large percentage of known phosphate rock which is on government owned land—probably three-quarters of the whole supply; and to the fact that the Eastern supply, while in private ownership, is today being exported in such quantities that when and if it is wholly depleted, Eastern farms will have to depend for their phosphate supply on the Far Western lands.

It is, therefore, high time for the Nation to adopt a national policy for the production and conservation of phosphates for the benefit of this and coming generations.

To the end that continuous and adequate supplies be insured, and that efficient forms of this key element, phosphorus, be available at the lowest cost throughout the country, I recommend that a joint committee of the Senate and of the House of Representatives be named to give study to the entire subject of phosphate resources, their use and service to American agriculture, and to make report to the next Congress.[1]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES:M]

[1]The text of this message is made up of parts of one of two drafts prepared by the Agriculture Department, together with a number of paragraphs that appear, from their form and language, to have been composed by Roosevelt. Both drafts were reviewed by Chairman H. A. Morgan of the Tennessee Valley Authority (Le Cron to Durand, April 26 and 27, 1938, Speech File), but the one which Morgan favored was not used. (The final draft is present.) In the message as here printed paragraphs 7 to 15 and 17 to 18 are from the Agriculture Department draft. (Paragraph 9 was somewhat revised.)

By joint resolution of June 16, 1938 (52 *Stat.* 704), a joint Congressional committee was appointed to investigate the phosphate resources of the United States. Numerous hearings were held and a report was issued, *Phosphate Resources of the United States,* S. Doc. 21, 76th Cong., 1st sess. (Washington, 1939). This report is described in a note to the message as printed in Rosenman (ed., *Public Papers,* VII, 345-350.

785 ROOSEVELT TO SENATOR ALBEN W. BARKLEY OF KENTUCKY

WASHINGTON, *May 25, 1938*

MEMORANDUM FOR SENATOR BARKLEY: The attached is tremendously important and there are several other objections to the Flood Control Bill which have been raised by the Budget, including a dangerous tax feature.

As the Bill stands now I should, of course, have to veto it.

I do not want to take this up with Copeland directly but will you do it?

F. D. R.

[13:OF 132—D:CT]

786 *[Enclosure]* CLYDE L. SEAVEY, ACTING CHAIRMAN, FEDERAL POWER COMMISSION, TO ROOSEVELT

MEMORANDUM FOR THE PRESIDENT: The Flood Control Bill (H. R. 10618) which passed the House on May 19, 1938, and which is now pending before the Senate has far-reaching effects on the national power policy and program.

The bill authorizes 90 or more dam and reservoir projects, many of which have power possibilities. The amount of local contribution for such projects has been reduced, so that the Federal Government will bear in excess of 90% of the total cost of the projects, including the cost of land, easements and rights of way. However, in the case of only two projects (the Denison project on the Red River in Oklahoma and Texas, and the Bluestone project on the New River in West Virginia) does the bill provide for the acquisition of title by the United States in project lands and rights of way. By specifically requiring title to vest in the United States in these two cases, the bill by implication permits title to project lands and rights of way for all other dam and reservoir projects to be taken and held by local agencies. Thus, the bill can be given an interpretation which is diametrically opposite to the construction which the Federal Power Commission has consistently given to the Flood Control Act of 1936. For almost a year this Commission had advised against the ratification of the New England Flood Control Compacts on the ground that the provision in the compacts reserving title to the projects in the New England States is contrary to the provision of the Food Control Act of 1936 as well as the established national power policy. If the pending flood control bill is enacted without making clear that title to all dam and reservoir projects shall be in the United States, any future program of Federal ownership and operation of flood control-power projects will be seriously impeded, if not foreclosed.

Although the bill expressly recognizes the power possibilities of two projects, provision is made for the installation in any project of penstocks or other similar facilities adapted to possible future use in the development of hydroelectric power when approved by the Secretary of War upon the recommendation of the Chief of Engineers. The report of the House Committee on Flood Control in describing the dam and reservoir projects included in the program makes reference to provision for "permanent pools" in the reservoirs. The report intimates that such "permanent pools" will be utilized for recreation, possible wild life preserves, municipal water supply, and "other useful purposes."

The enactment of the bill in its present form would have the following effects upon the national power program:

(1) Title to projects constructed on many of the nation's water power sites on navigable rivers and their tributaries would be lost forever to the Federal Government; and

(2) Projects having power possibilities in addition to flood control may be constructed in such a way as to preclude the use of the project for joint purposes.

The attached amendment would: (1) expressly provide that title to lands, easements, and

rights of way for all dam and reservoir projects shall be in the United States; and (2) authorize the construction of dam and reservoir projects for power in addition to flood control whenever in the judgment of the Federal Power Commission the project could be economically used for the development of hydroelectric power.[1]

CLYDE L. SEAVEY, Acting Chairman
OSWALD RYAN, General Counsel

[13:OF 132—D:TS]

[1]Roosevelt had before him at this time a memorandum on the bill prepared by Acting Director of the Budget Bell, May 23, 1938 (OF 132—C). Bell pointed out that with respect to the acquisition of land for floodways on the lower Mississippi, the bill provided, in event the Government retained ownership, for Federal payment of the state and local taxes on such property.

787 GOVERNOR FRANK MURPHY OF MICHIGAN TO ROOSEVELT

LANSING, MICHIGAN, *May 26, 1938*

DEAR MR. PRESIDENT: I am taking the liberty of presenting to you certain facts regarding the management of forest lands in Michigan, which was the subject of your letter to me of March 15, 1938, with the thought that they will be of interest to you.

The problem of proper management of forest lands is one in which this state is vitally interested. It has been one of the major concerns of the Department of Conservation, and the University of Michigan and Michigan State College have also expended much time, thought, and effort toward its solution.

In your letter you pointed out that Michigan has 19,000,000 acres of land which might properly be classified as forest land. This acreage may be itemized as follows:

3,500,000 acres—farm wood lots scattered throughout the state but located mostly in the southern farming district. Under the Norris-Doxey law these will be brought to maximum production when enforcement funds are available.

5,000,000 acres—eventual state ownership (includes 2,400,000 acres now under active forest management by the state and the estimated increase resulting from the recent tax sale). The area replanted in the state forests during the past 15 years has exceeded that of any other state.

4,000,000 acres—eventual federal ownership (includes present federal lands of 1,500,000 acres and proposed purchases).

1,000,000 acres—private recreational areas such as those held by hunting and fishing clubs.

2,500,000 acres—cut-over and denuded land (submarginal and of same class as most state forest land but for one reason or another not in public ownership). This land has no immediate bearing on the question of government regulated cutting on private land. It does not support any material quantity of merchantable growth.

3,000,000 acres—privately owned merchantable timber held by a comparatively few large landholders.

Of this total of 19,000,000 acres of forest land, 16,000,000 acres are in the "fire zone" or

northern Michigan wild land area. This land has been placed under intensive fire protection and fire losses have been held at a minimum. The remaining 3,000,000 acres include farm wood lots in the Southern Michigan farming district and potential forest lands in the same area that are not classed as wood lots because of insufficient growth.

Michigan has utilized every practical legal stimulus to maintain stability of private ownership of forest lands and to keep them in productive condition. The Farm Wood Lot Tax Law provides for tax exemption of the timber and only a nominal land valuation assessment. The Pearson Act, which applies to second growth timber and prescribes no acreage limit, provided a uniform tax rate of ten cents per acre per year which was later reduced to five cents. Although this act has been in force for twelve years, however, less than 100,000 acres have been registered under it.

Selective cutting has been advocated and is still being practiced by some private operators, but as yet no selective method or any other system of continuously productive management has been demonstrated conclusively to be financially practicable in the forest types of Michigan. Obviously private capital cannot hold or manage its timbered lands for the benefit of the public if no profit is realized on its investment. Until some workable method of conservative cutting is evolved which makes possible reasonably profitable operations, it seems that outright purchase by the state or federal government would be the only means of keeping the remaining merchantable stands in good productive condition. It is possible that a plan of selective cutting under government specifications with a mutual agreement for purchase of the residual forest by the governmental agency would prove feasible.

I wish to assure you that Michigan is heartily in accord with the objectives set forth in your message to the Congress and with your belief that the forest resources of the state should be so managed that they will contribute their proper share to the wealth and prosperity of our people. As you no doubt are aware, Michigan was represented at the conference of federal, state, and private forestry interests held in St. Paul, Minnesota, May 20 for the purpose of discussing this problem.[1]

Sincerely,

FRANK MURPHY

[13:OF 149:TS]

[1]Answered *post*, 809.

788 EBERT K. BURLEW, ACTING SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *May 27, 1938*

MY DEAR MR. PRESIDENT: The Wallgren Bill, H. R. 10024, to establish the Olympic National Park in the State of Washington, amended to exclude the corridors on the Hoh and Bogachiel Rivers and about 33,000 acres in the lower Bogachiel Valley, was passed by the House of Representatives on May 16 and has been referred to the Senate Public Lands and Surveys Committee. An amendment has been submitted by this Department to the Chairman of that Committee which would authorize the President to add to the proposed park any lands within the boundaries of the Olympic National Forest. The amendment reads as follows:

Provided, That the President may by proclamation add to the park any lands of the United States within the limits of the Olympic National Forest, including any lands therein that have been or may be acquired through donation or

purchase, which he may determine to be desirable for national park purpose.

The Senate Public Lands and Surveys Committee has not yet had a hearing on the bill. The Chairman and the Senators from the State of Washington have expressed the opinion that the time before adjournment may be too limited to allow action on the bill.

If the park is to be established by this Congress, the Committee should be influenced to consider the bill promptly and the Senators from the State of Washington urged to further its passage on the floor of the Senate.

Sincerely yours,

E. K. BURLEW

[13:OF 6—P:TS]

789 ROOSEVELT TO STEPHEN T. EARLY, SECRETARY TO THE PRESIDENT

[WASHINGTON, *May 27, 1938]*[1]

STE: Call up Schwellenback *[sic]* & Bone and tell them I hope they will press for the passage of this bill—H. R. 10024 and ask if there is anything I can do to help.[2]

FDR.

[13:OF 6—P:A]

[1]This memorandum was attached to the preceding letter and has been given the same date. It is in Grace Tully's hand.

[2]Answered *post*, 791.

790 ROOSEVELT TO GEORGE G. BATTLE, New York City

WASHINGTON, *May 31, 1938*

MY DEAR MR. BATTLE: I have received your letter of May 14 voicing your opposition to S. 3925, and H. R. 10489 which would authorize the construction of a weir and tunnel in Yellowstone Lake for the purpose of diverting its waters into a tributary of the Snake River.[1]

In creating the Yellowstone National Park in 1872, the Congress provided that the Secretary of the Interior should make regulations "for the preservation, from injury or spoliation, of all timber, mineral deposits, natural curiosities, or wonders within said park, and their retention in their natural condition."

During the past half century, certain groups have sought to have the Congress sanction the use of the lands and waters of this park for commercial purposes. Conspicuous among such attempts have been efforts, since 1919, to have either a part of the park eliminated, or its waters diverted for the purpose of irrigating lands in the upper Snake River Valley. After carefully examining such proposals, the Congress has upheld, without any compromise, the policy enunciated in 1872.

You are assured that I am personally opposed to all measures which would interfere with the

preservation of the wonders of the Yellowstone National Park in their natural condition.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]Battle, a member of the legal firm of Battle, Levy, Fowler and Newman, said that the proposed project would go far to destroy the beauty of Yellowstone Park and would be most harmful to the entire national park system (OF 6 —P).

[2]Drafted by the Interior Department.

791 STEPHEN T. EARLY, SECRETARY TO THE PRESIDENT, TO ROOSEVELT

WASHINGTON, *June 2, 1938*

MEMORANDUM FOR THE PRESIDENT: I have talked, as requested, to Senators Schwellenbach and Bone. It so happens that Senator Adams is Chairman of the Public Lands and Surveys Committee which has this bill[1] in charge. He is, at the present time, in charge of the Relief Bill now before the Senate and, of course, that has the right of way for the time being.

Senators Bone and Schwellenbach think that if they could have five minutes with you, tomorrow, since they expect the Relief Bill to be disposed of tonight, it would help them materially in pressing for the passage of this bill, both from the publicity point of view and in negotiating with Senator Adams.

I hope you will be able to give them a five minute appointment tomorrow.

STEPHEN EARLY

[13:OF 6—P:T]

[1]The Olympic National Park Bill (H. R. 10024).

792 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *June 2, 1938*

DEAR MR. PRESIDENT: The enclosed National Cooperative Reforestation Plan has been re-studied in the light of the specific and helpful suggestions included in your memorandum of April 25.

I agree with you that the plan should provide for a decided difference in benefits as between farm-owned and non-farm-owned forest lands. I am sure, however, that you recognize the need, in the public interest, for any such plan to: (1) provide a *large* measure of constructive emergency work on liquidating or semi-liquidating projects; (2) increase opportunities for *permanent* employment, and for stabilizing it, by rehabilitating unproductive forest land and building up forest capital and growth over *large* areas now only partially productive; (3) develop *maximum* public benefits such as are inherent in flood and erosion control, recreation, etc.

To be efficient, any plan should also recognize that, in forested regions such as the South, the Northeast, and the Lake States, farm woodlands are inextricably intermingled with commercial timber holdings; that the two often are (and by force of circumstances must be) managed simultaneously, for similar purposes, and under comparable conditions; that in the public interest large ownerships, as well as small, should be made more productive; that because of certain additional costs inevitable with relief labor, it may be equitable to exclude interest; that in the interest of the social structure and of local governments, taxes on forest properties must be collectible.

Recognizing all these elements, and to make the differential in benefits as between farm-owned and non-farm-owned forest property more marked, the following is suggested *with respect to forest lands owned by others than bona fide farmers.*

1. The Government to recapture 100% of its expenditures, without interest.

2. To meet practical considerations the Government to include in its expenditures a nominal annual rental under a long-term lease, which in no case shall exceed the amount of local and State taxes on the land involved.

The leasing procedure is suggested primarily to avoid jeopardizing local taxes on forest land from which, under this plan, there will be little or no income to the owner over a considerable period of years; taxes on which local governments must depend, often in large part, for public services that must be rendered. Possibility of applying this plan to forests owned by communities, etc., is apparent, and recapture of 100% of Federal expenditures is indicated in such cases.

No provision was made in the original plan, and none has been made here, for associations of farmers to practice cooperative forestry. We have found by experience that a great deal of educational work is necessary before any such cooperative effort among farmers can be set up. I believe experience under the procedure here outlined will provide that education; that cooperative forestry among farmers will be a natural outgrowth of the plan, after it has been in operation.

Since you agree in principle with the original plan insofar as it has to do with forest lands owned by bona fide farmers, the changes suggested in this memorandum apply, as I have said, only with respect to forest lands owned by others than bona fide farmers. As the French have learned, a plan such as this offers the only apparent way of getting effective access to the private forests of the country. A process of purchase is expensive, and may well be too slow to be effective in the sound public policy of balancing our timber budget.

I am attaching a copy of a portion of the French "Audiffred Law," because it offers an interesting parallel to the suggestions here made.[1] I am also attaching a hypothetical case of 10,000 acres developed under the leasing basis.[2] Representatives of the Department's Forest Service will be glad to discuss this idea with you, with a view to initiating early action, in case you wish to have them do so.

Sincerely,

H. A. WALLACE

[13:PPF 1820:TS]

[1]Wallace enclosed a quotation from a work he cited as "G. Huffel's *Economie Forestiere* (1,346ff.)," on the "Audiffred Law" of July 2, 1913.

[2]A one-page statement entitled, "Operations and Cost Plan for Increasing the Productivity of a Forest Holding Belonging to a Forest Land Operator in Southern Arkansas."

793 ROBERT FECHNER, DIRECTOR, CIVILIAN CONSERVATION CORPS, TO ROOSEVELT

WASHINGTON, D. C., *June 6, 1938*

DEAR MR. PRESIDENT: Nearly a year has passed since the new Civilian Conservation Corps Act (Public No. 163—75th Congress—approved June 28, 1937) became a law. As you will recall, this law states that, "The Director shall have complete and final authority in the functioning of the Corps, including the allotment of funds to cooperating Federal departments and agencies . . ."

The experience gained from approximately a year's operation under the above Act, in addition to four and one-quarter years prior thereto, prompts the expression of the following statements with regard to the administration of the Civilian Conservation Corps. These statements are designed to clarify and execute more effectively the law passed by Congress and approved by you.

1. The unity of the Civilian Conservation Corps as an organization is essential to its success and must be maintained. The effectiveness and appeal of the Corps, both to the public and its immediate beneficiaries, would be largely lost if it were partitioned or if Departmental or Bureau objectives were placed on a parity with the objectives of the Corps as a whole.

2. Representatives of the Cabinet Officers on the Civilian Conservation Corps Advisory Council should feel free of obligation to any specific bureau within their departments, and should be responsible, within their departments, directly to their Cabinet Officers. These Advisory Council representatives have the dual responsibility of representing their departments and of working for the common good of the Civilian Conservation Corps as an organization.

3. Additional personal participation in this program by the Cabinet Officers involved is desirable. This participation might take the form of a quarterly meeting between the President, the Cabinet Officers of the cooperating agencies, and the Director of the Civilian Conservation Corps.

4. The following basic principles are essential to achieve the results contemplated by the Civilian Conservation Corps Act:

(a) By the very nature of the Civilian Conservation Corps, the Director does not desire to participate actively in what may be termed "operations functions." These functions he delegates to the cooperating agencies. Such delegation will continue.

(b) All matters of policy will be initiated by or approved by the Director.

(c) The Director will satisfy himself, through such methods as he may deem appropriate, that his policies are being administered and executed as approved. If violations are established, corrective action thereon shall be taken upon the request of the Director.

Your approval of the above statements is respectfully requested.

Sincerely yours,

ROBT. FECHNER

Approved: FRANKLIN D. ROOSEVELT, Oct 14 1938[1]

[13:OF 268:TS:PHOTOSTAT]

[1]Roosevelt's oral approval was apparently given much earlier. See *post*, 817.

794 ROOSEVELT TO REPRESENTATIVE FRANK E. HOOK OF MICHIGAN

[WASHINGTON] *June 7, 1938*

MY DEAR CONGRESSMAN: I have your letter of May 23, 1938, with reference to your bill H. R. 9979, for acquiring lands in the Ottawa National Forest and other lands in Baraga, Gogebic, Houghton, Iron, and Ontonagon Counties, Michigan.[1]

Under our Budget procedure a proposed favorable report on this bill by the Secretary of Agriculture was submitted to the Acting Director of the Bureau of the Budget for advice as to the relation of the proposed legislation to my program. The Acting Director advised the Secretary to the effect that the proposal ran counter to my program in that it would authorize specific appropriations, totaling $10,000,000 for the acquisition of the lands in question. This was in accordance with my policy that the purchase of lands for additions to our national forests should properly be financed from annual appropriations made for such purpose, based upon estimates submitted in the annual Budget. Only in this way can the merit of projects of this character be considered in their proper relation to the merits of other projects of the same character, and all of these projects be then considered in their relation to the needs of the other Government activities that are presented for incorporation in the annual Budgets.

In making up my annual Budget, I must determine, under my financial program for the next year, just how much money can be allocated to the purchase of forest lands under the existing general authority of law providing for such purchases, and the building up of any considerable number of specific legislative commitments—for which your proposed legislation would serve as a precedent—would seriously interfere with the necessary flexibility of this procedure.

While existing law provides for the selection by the National Forest Reservation Commission of lands to be added to national forests, I would not object to special legislation *authorizing* the purchase of the particular lands in which you are interested, should the Congress deem this advisable, out of the regular annual appropriations for the acquisition of forest lands.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] DWB[2]

[13:OF I—C:CT]

[1]Hook said (OF I—C) that he understood that the Forest Service was in favor of the bill and that he could not understand why the Budget Bureau had declared it not in conformity with the President's program. The bill in question was introduced March 22, 1938, and referred to the House Committee on Agriculture, which took no action *(Cong. Rec.*, 75th Cong., 3d sess., 83:4, 3889).

[2]Acting Budget Director Daniel W. Bell, in whose agency this letter was drafted. With the draft is a memorandum,

Bell to Roosevelt, June 1, 1938, on the subject of Hook's bill.

795 ROOSEVELT TO LOUIS B. DE KOVEN, New York City

[WASHINGTON] *June 8, 1938*

DEAR LOUIS: I have received your letter of May 22, enclosing a newspaper clipping regarding the bills recently introduced in the Congress to provide for the diversion of water from Yellowstone Lake to the Snake River in Idaho.[1]

Last fall, while I was visiting in Yellowstone National Park, I learned something of the plans of the Snake River Valley water-users which are now reflected in this proposed legislation. I find that among the various proposals made from time to time since 1884 to use Yellowstone Lake for industrial purposes, those of Idaho irrigation interests have been most conspicuous. The present proposal represents the fourth attempt to establish water rights for local Idaho irrigation purposes.

Congress has repeatedly upheld the policy written into the Act of 1872 establishing Yellowstone National Park, that the area shall be preserved in its natural condition, and I am opposed to any measure affecting the national park and monument system which would modify this vital and inviolable principle.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]DeKoven had asked Roosevelt to use his influence against the enactment of the proposed legislation (OF 6—P).

[2]Drafted by the Interior Department.

796 ROOSEVELT TO HARRY H. WOODRING, SECRETARY OF WAR, HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND HARRY L. HOPKINS, WORKS PROGRESS ADMINISTRATOR

WASHINGTON, *June 13, 1938*

MEMORANDUM . . . I have signed the bill making appropriations for civil functions administered by the War Department.[1] This includes for rivers and harbors and for flood control over $200,000,000, including $18,000,000 made available from Title I of the Emergency Relief Appropriation Act of 1938 (to be applied to rivers and harbors).

Furthermore, $7,000,000 of the appropriation for flood control is made available to the Secretary of Agriculture to survey soil erosion prevention and for soil erosion works.

Will you be good enough to appoint a committee representing War, Agriculture and WPA, to coordinate this work, giving special attention to the employment of as many people as possible from the relief rolls out of the more than $200,000,000 available, and giving special attention also to starting as much of the work during the coming sixty days as possible?

Where any possibility—even a remote possibility—of power development is concerned, I should like this committee of three to consult with the Federal Power Commission.

F.D.R.

[13:BUDGET BUREAU ENROLLED BILLS:CT]

[1]Act approved June 11, 1938 (52 *Stat.* 642).

797 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

WASHINGTON, *June 23, 1938*

MY DEAR MR. MCINTYRE: By your memorandum of June 16, 1938, you referred to me, by direction of the President, for advice as to whether there is any objection to its approval, the following bill: H. R. 10618, Authorizing the construction of certain public works on rivers and harbors for flood control, and for other purposes.

I have referred this bill to the Secretary of War, the Secretary of Agriculture, the Secretary of the Interior, the Chairman of the Federal Power Commission, and the Chairman of the National Resources Committee. I am transmitting herewith their reports, as follows:[1]

Secretary of War: Report dated June 21, 1938, giving a brief synopsis of the various sections of the bill and stating that "While the War Department has not favored each and every feature of this Act, nevertheless it considers that the Act as a whole is in the public interest and therefore recommends its approval."

Secretary of Agriculture: Report dated June 20, 1938, in which it is stated that "The principles of the provisions of H. R. 10618 in respect of the responsibilities of the Department of Agriculture, and specifically section 1, the first paragraph of section 2, and sections 5, 6, 7, 8, and 9, are considered in the public interest; it is therefore recommended that the bill be approved."

Secretary of the Interior: Report of the Acting Secretary, dated June 22, 1938, stating that his Department does not consider the bill to be wholly satisfactory legislation for the reason that it provides for assumption by the United States of the entire cost of lands, easements, and rights-of-way in connection with flood control dams and reservoirs, which would establish a precedent which might weaken the repayment policy of the Reclamation Law and tend to create a strong pressure for extension of Federal subsidization to reclamation projects; also, that flood control projects in any given drainage basin are an integral part of any sound program for such drainage basin and that the bill makes no provision for cooperation, except indirectly, and at the pleasure of the War Department, with agencies of the Department of the Interior which are concerned with the conservation of water.

Chairman, Federal Power Commission: Report of the Acting Chairman, dated June 21, 1938, recommending a favorable report to the President on the bill and stating that "In undertaking to pay 100% of the cost of dam and reservoir projects and in expressly reserving title to such projects in the United States the bill, in the Commission's opinion, offers a practical solution to the flood control problem of this country, and at the same time protects the Federal interest in the water power resources of the nation" and that "The additional expenditure of funds by the Federal Government made necessary by the assumption of the entire cost of certain of the flood control projects included in the bill, and the cost of additional investigations which will be undertaken by the Federal Power Commission will be offset many fold by the advantages to the entire nation which will flow from the prompt initiation of the projects thereby made possible."

Chairman, National Resources Committee: Report of the Vice Chairman, dated June 22, 1938, inclosing a memorandum on each section of the bill; stating that the bill is inimical to the public interest and should be vetoed for reasons stated; and inclosing a suggested draft of memorandum of disapproval.

Cost of the Bill

Facially, the bill authorizes $375,000,000 for carrying out the improvements provided for therein over the five-year period ending June 30, 1944, plus $11,500,000 for examinations and surveys, total $386,500,000. However, the Secretary of War states that this amount will be insufficient to cover all the costs of lands and damages for previously authorized projects and that therefore the number of new projects instituted will have to be limited so that these costs can be met.

While the bill authorizes, facially, $386,500,000, it should be noted that with respect to certain of the authorizations going to make up that amount the bill provides that such authorizations are for the initiation and partial accomplishment of the plan. For example: The bill authorizes for the Ohio River Basin a total of $125,300,000 and states that such sum is for the initiation and partial accomplishment of the plan; same for Missouri River Basin, $9,000,000; same for White River Basin, $25,000,000; same for Arkansas River Basin, $21,000,000; and same for Willamette River Basin, $11,300,000. What the additional cost for completion of these plans may amount to is unknown at this time.

Potentially, the bill involves possible heavy future demands upon the Treasury in furtherance of other phases of water control and development and, by establishing the principle of reimbursing local agencies for expenditures made by them under previous laws in partial payment for flood protection, invites demands that this principle be extended to all previous flood control projects and to other projects and to other fields.

Recommendation

From a Budget standpoint, I am opposed to the bill for the following reasons:

1. It violates the principle of local responsibility in the cost of all flood control projects involving dams and reservoirs, which should be maintained in the interest of sound financial policy and of fundamental equity. This establishes a dangerous precedent and will inevitably lead to its application to other projects in other fields. Heretofore the President has steadfastly adhered to the principle of local cooperation.

2. It authorizes the appropriation from the general fund of the Treasury of the quite appreciable sum of $386,500,000 over a five-year period, 1939-1944, without providing any means for the raising of the additional revenue which will be required therefor, such expenditures not now being provided for in the present tax structure.

3. It superimposes upon existing unliquidated authorizations for flood control and protection, amounting to approximately $425,000,000, an additional $386,500,000.

I concur in the opinion of the National Resources Committee that the bill should not receive the approval of the President.

I recommend that before the President acts upon the bill that he confer with the Chairman of the National Resources Committee and the Chairman of the Water Resources Committee of the National Resources Committee.

Very truly yours,

D. W. BELL

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]All are present; only that of the National Resources Board is here printed.

798 *[Enclosure]* FREDERIC A. DELANO, VICE CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO DANIEL W. BELL

WASHINGTON, *June 22, 1938*

MY DEAR MR. BELL: In accordance with the request from the Bureau of the Budget, addressed to Chairman Ickes under date of June 17, 1938, I am transmitting to you herewith comments on HR—10618, a bill authorizing the construction of certain public works on rivers and harbors for flood control and other purposes. Owing to the absence of Chairman Ickes and the necessity for immediate reply, I am taking the liberty of forwarding these comments without the opportunity of having them reviewed by the members of the National Resources Committee.

HR—10618 is inimical to the public interest and should be vetoed.

(1) It approves plans for flood control which are in many instances inadequately studied, and in so doing provides that these plans may be modified at will by the Corps of Engineers and thereupon may be put into action without review by the Congress.

(2) It largely ignores the responsibility of local agencies to provide in equitable degree for their own protection from flood damage. In so doing, it not only assigns to the Federal Government a heavy burden which the latter should not be called upon to bear, but through establishment of a precedent, it also invites raids upon the Treasury in furtherance of other phases of water control and development for which the Congress has wisely not assumed responsibility in the past.

(3) It establishes the principle of reimbursing local agencies for expenditures made by them under earlier laws in partial payment for flood protection. Insistent demands that this pernicious principle be extended to other projects and to other fields would inevitably follow approval of the Bill.

(4) It largely ignores important corollary problems, and would not be likely to promote the unified control and development of the water resources of the river basins to which it relates.

(5) A flood control act should be drawn in consonance with a national water policy, and the present act includes certain advances toward this objective. None the less, it is seriously defective in various particulars.

(6) The Bill redefines national policy, embracing so many important fields, with such haste, that it should not become law. The Bill abandons principles and procedures which have reduced to some degree the raids on the Treasury and substitutes for them no restraints on unlimited pressures from local groups. These controls are eliminated under the claim that their existence has prevented the construction of flood control works. The facts point to the contrary. Sufficient undertakings, adequately explored, are available for construction for three or four years in the future. They may tax the financial and technical resources of the Federal Government, without throwing the gates wide open for the inclusion of projects now

inadequately studied and in some instances actually ill-advised.

(7) The Bill explicitly reenacts the resolution vetoed by the President on August 13, 1937. The principles which the earlier resolution embodies were pernicious in 1937 and are no less so today.

(8) A memorandum on each section of the Bill is attached herewith.[1]

Sincerely yours,

FREDERIC A. DELANO

[Notation: A: DELANO] Immediate

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]Present, together with a draft veto message. The debate on H. R. 10618 (introduced May 12, 1938, by Representative Whittington of Mississippi) centered on certain basic issues of national policy rather than on particular projects: whether flood control dams should be designed for power generation; whether the Federal Government should assume the total cost of flood control works; whether the states, when forming compacts for joint creation of flood control works, should retain rights to possible future power generation; and the extent of the responsibility of the Army Engineers for flood control planning *(Cong. Rec.,* 75th Cong., 3d sess., 83:6, 6842, 7137-7174; 83:8, 8599-8601, 8601-8614, 8614-8626, 9288-9306, 9354-9355, 9365-9369, 9369-9391, 9394-9398).

Senator Norris (Nebr.) called the attention of the Senate to the President's veto of Senate Joint Resolution 57 in the previous session. He said he did not anticipate a veto but if there should be one it would be because the bill contained stipulations which would prevent the development of public power from the proposed dams, the proper handling of erosion and the proper handling of reforestation, or "for the reason that it will attempt to turn over to the Corps of Engineers of the United States Army the entire planning, investigation, and development of this problem of natural resources and their preservation" *(ibid.,* 83:8, 8610-8611).

Norris had urged that the Secretary of War be divested of the sole responsibility of deciding whether dams should include facilities permitting future power generation. Copeland (N. Y.) charged (in a memorandum inserted in the *Record)* that efforts, like Norris', to change the bill were being proposed for the purpose of justifying a veto if they were not accepted, and were being urged by those who hoped finally to secure passage of the Norris "seven-TVA" bill (H. R. 2555). Copeland said that adoption of H. R. 10618 would virtually preclude revival of the Norris bill *(ibid.,* 83:8, 8619). The bill was passed, and was approved June 28, 1938 (52 *Stat.* 1215). See statement by Roosevelt of June 29, 1938, *post,* 803.

799 STATEMENT BY ROOSEVELT ON HIS VETO OF A WATER POLLUTION CONTROL BILL

THE WHITE HOUSE, *June 25, 1938*

MEMORANDUM OF DISAPPROVAL: I have withheld my approval of H. R. 2711 "An Act To Create a Division of Water Pollution Control in the United States Public Health Service, and for other purposes."

This bill authorizes the appropriation of $300,000 for administrative expenses of the Division of Water Pollution Control $700,000 for expenditure by State health authorities for the preparation of project requests, and in addition, such amounts as may be necessary for loans and grants-in-aid of States, municipalities, public bodies, or individuals to carry out projects for treatment works to prevent water pollution.

I appreciate the importance of the results sought to be accomplished by the legislation and I fully approve the establishment of a Division of Water Pollution Control in the Public Health

Service. This bill, however, provides for the direct presentation, through the Secretary of the Treasury, of the recommendations of the Surgeon General for the authorization by Congress of specific projects to be carried on under the loan or grant-in-aid provisions of the bill, without any opportunity for review by the Chief Executive.

Thus, this bill provides for the legislative assumption of responsibilities of the Executive branch, and, therefore, runs counter to the fundamental concept of our budget system that the planning of work programs of the Executive agencies and their presentation to Congress in the form of estimates of appropriation is a duty imposed upon the Chief Executive and not one for exercise by the legislative branch.

I am convinced that appropriations for projects of this character should be based upon estimates submitted in the annual Budget. Only in this way can the merit of such projects be considered in their proper relation to the merits of other projects of a similar nature, and all of these projects be then considered in their relation to the needs of the other Government activities that are presented for incorporation in the annual Budgets.

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES: M]

800 ROOSEVELT TO RUDOLPH FORSTER, EXECUTIVE CLERK, WHITE HOUSE OFFICE

POUGHKEEPSIE, N. Y., *June 29, 1938, 1:22 p. m.*

[Telegram] MEMO FOR R. F.: Will you get from the Interior Department complete data in regard to the new Olympic National Park as set up, together with maps?

Also, will you get the same thing separate from the Forest Service?[1]

F.D.R.

RV—C

[13:OF 6—P:T]

[1]See the two letters following.

801 EBERT K. BURLEW, ACTING SECRETARY OF THE INTERIOR, TO ROOSEVELT

[WASHINGTON, *June 29, 1938]*[1]

The Olympic National Park bill (H. R. 10024) was passed by the 75th Congress at 6:30 P. M. June 16.

As finally enacted the bill provides for a park of approximately 634,000 acres including the former Mount Olympus National Monument and additional surrounding acreage as shown on the attached map. The bill also provides that the President is authorized to add any lands within the boundary of the Olympic National Forest and any lands that may be acquired by the government by gift or purchase which he may deem advisable to add to the park provided that the total area of the park shall not exceed 898,292 acres. Provision is also made that the

President shall consult with the Governor of the State of Washington and the Secretaries of Agriculture and Interior advising them of the lands which he proposes to add to the park before issuing a proclamation also that no lands shall be added to the 634,000 acre tract prior to the expiration of a period of eight months from date of the approval of the Act.

Briefly, the history of this piece of legislation is as follows: H. R. 10024, calling for 898,292 acres, was passed by the House on May 16. On June 11 the Senate Public Lands and Surveys Committee recommended amendments to reduce the park to approximately 634,000 acres as proposed last year by the second Wallgren Bill, H. R. 4724, and to authorize the President to add to the park any lands from the Olympic National Forest and which might be acquired by the government through gift or purchase. The Senate approved the committee's report on June 13. Unanimous consent to accept the Senate amendments was refused by the House on June 15, there being objection to the provision to authorize the President to add to the park. The bill was then sent to a conference committee who recommended that the authority to add be limited not to exceed 898,292 acres, and that any additions could not be made until eight months after approval of the Act.

The House then approved the committee report at 11:30 A. M. June 16. Senator Bone objected to the conference report and the Senate amended the bill to limit the total area of the park, after additions, to 898,292 acres. No specific recommendation regarding area to be added through Presidential Proclamation has as yet been made.[2]

E. K. B.

[13:OF 6—P:TS]

[1]A supplied date. This memorandum bears no address but an accompanying note refers to material from Acting Secretary Burlew.

[2]On approving the act on June 29, 1938 (52 *Stat.* 1241), Roosevelt issued a statement from Hyde Park in which he expressed special pleasure in signing the bill:

"In the future the new Olympic National Park may be extended in area by adding lands acquired by gift or purchase or additional lands from the Olympic National Forest . . . The establishment of this new national park will be of interest to everybody in the country. Its scenery and the remarkable tree growth are well worth seeing, and it is a worthy addition to the splendid national parks which have already been created in many parts of the country" (New York *Times*, June 30, 1938, p. 2).

No other form of this statement has been found. It is probable that it was made orally to reporters, for McIntyre, in reply to a request for a copy of the statement, said that no statement had been issued (Mcintyre to Fred M. Packard, Emergency Conservation Committee, July 19, 1938, OF 6—P).

802 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *June 29, 1938*

DEAR MR. PRESIDENT: Mr. Forster has asked that you be sent data regarding the Olympic National Park, Washington, presumably as contemplated by enrolled enactment H. R. 10024 now before you for signature.

The enclosed small map of the Olympic National Forest indicates by a heavy black line the boundaries originally described in H. R. 10024, by red hachures the area described in the Senate amendment, to which the House agreed and which therefore is described in the enrolled enactment, and by green hachure the area which, under the bill, will be subject to mineral development for an ensuing period of five years.

The records of this Department indicate that the Park as described in the enrolled enactment will embrace a total of 648,960 acres; of which 298,730 acres is within the existing National Monument and 350,230 acres consists of lands hitherto a part of the Olympic National Forest. It thus exceeds by 200,000 acres the area proposed for a Park status by Governor Martin. The maximum area to which the Park may be enlarged by action of the President is almost identical to the area described in H. R. 10024, prior to its final amendment.

As now described the Park will include 8-1/2 billion board feet of timber of commercial species and quality, exclusive of the three billion feet within the existing National Monument. The finest examples of virgin tree growth characteristic of the region are included within its boundaries.

Sincerely,

H. A. WALLACE

[13:OF 6—P:TS]

803 STATEMENT BY ROOSEVELT ON APPROVING THE FLOOD CONTROL ACT OF 1938

[HYDE PARK, *June 29, 1938]*

I have approved this bill with some reluctance. It authorizes but does not appropriate the money for a large number of public works on rivers and harbors, these authorizations being in addition to many other very large authorizations already on the statute books but for which money has not yet been appropriated.

It is unnecessary for me to emphasize the importance of carrying on a large and continuing program to eliminate floods, lessen soil erosion, continue reclamation, encourage reforestation and improve navigation.

Insofar as this bill provides for an improvement in jurisdictional control over the properties involved, and a more adequate control over consequential power developments, it is a definite step in the right direction.

It is not a step in the right direction in the set-up provided for general government planning.

I am in doubt as to the value of some of the projects provided for and it is unwise to place recommendations to the Congress solely in the hands of the Engineer Corps of the Army in some cases and of the Department of Agriculture in other cases.

Coordination of all such public works involves a wider survey and the examination of more national problems than any one bureau or department is qualified for.

In these respects future legislation will be vitally important, in order to give to the Congress and to the country a complete picture which takes all factors into consideration.

For the coming year, however, I shall try to obtain this coordination by asking for complete consultation between all groups and government agencies affected. In this way the whole of the problem can be made more clear. I have, however, approved the bill because it accomplishes a number of good things, with, however, the reservation that its deficiencies should be corrected as early as possible.[1]

[NEW YORK *Times*, JUNE 30, 1938]

[1]This statement was not directed to the Congress, which had adjourned, but was issued as a matter of public information. Neither the news release nor other text has been found in the Roosevelt Library but because of the importance of the statement it has been reproduced as printed in the New York *Times* of June 30, 1938, p. 2.

804 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *July 8, 1938*

MEMORANDUM FOR THE PRESIDENT: I have your memorandum of July 5 transmitting two drafts of reply, one prepared by the Department of Agriculture and one by the Department of the Interior, to the letter to you of May 10, from Mr. Vernon W. Hunt, Attorney at Law, Suite 121 1, Pacific National Building, Los Angeles, California, in which memorandum you ask for my recommendation as to which one of these two drafts you should sign.[1] Mr. Hunt's letter indicates that he is interested in the hunting and fishing resources of the Kings River Canyon area in California and that he thinks the interests of sportsmen like himself would be better served by the continuance of this area in its present National Forest status than by its transfer to a National Park status as has been proposed at various times.

The most recent proposal to give to this area National Park status was embodied in H. R. 10436 introduced (by request) on April 27, 1938, by Chairman DeRouen of the Public Lands Committee.[1] The proposed report on the bill by the Secretary of Agriculture strongly opposed, and that of the Secretary of the Interior strongly favored, the enactment of this measure. I felt obliged, therefore, to advise the two Secretaries that while there would be no objection to the submission of their reports to the Chairman of the Committee, it was to be understood that no commitment would thereby be made with respect to the relationship of the proposed legislation to your program.

I think the Forest Service concedes, as it would be obliged to concede, that the Kings River Canyon area is one of high National Park character. But so, for that matter, are various other areas now included in National Forests, some of which, indeed, are of a higher National Park standard than are certain of the existing National Parks. The Forest Service fears, therefore, as I see the situation, that the present proposal will be only one of a series of proposals for the transfer to the National Park Service of large areas of National Forest lands. In order to forestall such transfers, and because it recognizes the scenic and recreational value of these areas, the Forest Service feels, I believe, that it must take steps to develop such areas in somewhat the same way that the Park Service has developed its National Park areas. Since this would result in a duplicated exercise of a function which the National Park Service thinks it alone should perform, that Service is naturally desirous of taking over these high standard National Forest areas whenever there is likelihood of their development by the Forest Service in accordance with National Park Service standards. That time approaches as to the Kings River area, because of the present construction by the State of California of a highway that will have as its terminus a canyon valley on the South Fork of the Kings River, one-half mile wide and twelve miles long, which has been compared, not unfavorably by some, with the valley of the Yosemite.

Because of the difficulties heretofore encountered in the efforts to secure reorganization authority which would permit the amalgamation of the Forest and Park Services under one head, and on account of the growing use of recreational facilities in this country, I think the time is coming for a larger development along National Park Service lines of certain areas of

high scenic and recreational values that are to be found in a number of our existing National Forests. Until these possibilities are exhausted on lands that we already own, the purchase of lands for the establishment of National Parks can be criticized, it seems to me, as reflecting a somewhat inconsistent, and expensive, attitude on our part.

The Kings River area, which forms a part of three of our existing National Forests, is a good case in point, and while I do not know that all of the 415,000 acres proposed by H. R. 10436 for National Park status are necessary for that purpose, or that the proposed boundaries of the Park area have been properly drawn, I am inclined to the view that the most scenic and inspirational portion of this area should be placed under the jurisdiction of the National Park Service for development in accordance with its highest standards. There would be left adjacent lands in the National Forests that would be susceptible of recreational development by the Forest Service along somewhat more commercial lines, and without interference with its main forestry programs. It would not appear, moreover, that the Park Service proposal would unduly interfere with the development, at any rate with the early development, of the water resources of the region for power and irrigation purposes, since the sites of the only reservoirs considered practicable for any early construction are situated outside of the proposed Park boundaries.

As to the fishing and hunting utilization of the region, in which Mr. Hunt is interested, there would be fishing in both the Forest and Park areas, and while there would be hunting only in the Forest area, I am not sure that the protected Park area might not provide a larger continuous supply of game migrating to the Forest area than would be the case if hunting were permitted over the entire area.

In returning the drafts of letters to Mr. Hunt prepared by the Departments of Agriculture and Interior, I am attaching a suggested substitute form of letter prepared in my office.[3]

D. W. BELL

[13:OF 6—P:TS]

[1]Roosevelt's memorandum ("For recommendation as to which one I should sign"), with Hunt's letter and the drafts mentioned, are with the letter here printed. The Interior Department draft noted the scenic character of the area and its unsuitability for the growing of economic timber crops, and urged support of the national park project. The Agriculture Department draft was noncommittal on the desirability of national park status for the area.

[2]The bill was referred to this committee but was not reported.

[3]See *post*, 807.

805 SPEECH BY ROOSEVELT, Oklahoma City, July 9, 1938

[Excerpt] SENATOR THOMAS, GOVERNOR MARLAND, MR. MAYOR, MY FRIENDS OF OKLAHOMA: . . . Probably the most important long-range problem is something that affects all of us, whether we live in the city or the country, and that is the use of land and water. I was sorry this morning that I could not have stopped to view the Grand River Dam Project. It was due to the persistent effort of my old friend, Senator Thomas, and Senator Lee, that that particular project is definitely under way, and I might say the same thing about other projects on other watersheds of this State.

I think the Grand River project is a good illustration of the national aspect of water control, because it is a vital link in the still larger problem of the whole Valley of the Arkansas—a planning task—and some people laugh at planning—that starts far west in the Rocky

Mountains, west of the Royal Gorge, and runs on down through Colorado and Kansas and Oklahoma and Arkansas to the Mississippi River itself and thence to the sea. The day will come, I hope, when every drop of water that flows into that great watershed, through all those states, will be controlled for the benefit of mankind, controlled for the growing of forests, for the prevention of soil erosion, for the irrigation of land, for the development of water power, for the ending of floods and the improvement of navigation.

A vision like that, my friends, will be of direct benefit to millions of our people, not only to the people of the territory through which that river flows but indirectly to the people on the Pacific Coast, on the Atlantic Seaboard, and in the deep South. And the price, the dollars and cents we pay for a great development of that kind, will return to the pocketbooks of the State manyfold. The same thing applies to the Red River and to the tributaries that flow into the other streams.[1]

[SPEECH FILE: T]

[1]The text of this excerpt is that of the stenographic transcript; this shows numerous departures from the reading copy (Speech File). The reading copy contains several last-minute additions and other changes in Roosevelt's hand, and is signed by him, "Franklin D. Roosevelt Original reading copy." (A page from this is reproduced in facsimile, with the text of the entire speech, in Rosenman, ed., *Public Papers,* VII, 442-445.) With the reading copy is a copy of the mimeographed press release of the reading copy with Kannee's shorthand notes of the changes made when the speech was delivered. This was one of a number of speeches made by Roosevelt in the course of a trip to the West Coast beginning July 7. He returned by sea on the U. S. S. *Houston* and got back to Washington on August 12.

806 SPEECH BY ROOSEVELT, Amarillo, Texas, July 11, 1938

MY FRIENDS OF THE PANHANDLE AND YOU FROM NEIGHBORING CITIES WHO HAVE BEEN GOOD ENOUGH TO COME HERE TODAY: . . . All this shows what you can do in the Panhandle if you put your minds to it,[1] and that is why I am very happy that you are putting your minds on the subject of land and water. Everywhere you go in the United States you find the problem of land and water, and the same thing is true within any given state. For instance, in Texas here in Marvin Jones' district most of the time the problem is to get water out of the land and to keep the land from blowing away. Down in Austin the problem of my friend, Congressman Lyndon Johnson, is to keep his land from washing away —washing down the rivers and into the sea. And further down at San Antonio, where my friend, Congressman Maury Maverick, represents a great city and its surrounding territory, the problem of land use there is tied up with better housing and the needs of a great municipality.

I wish that more people from the South and the East and the Middle West could visit this Plains country. If they did you would hear less talk about the great American desert, you would hear less ridicule of our efforts to conserve water, to restore grazing lands and to plant trees.

Back in the East, in Washington and on the Hudson River I have seen the top soil of the Panhandle and of Western Kansas and Nebraska borne by the high wind in the air eastward to the Atlantic Ocean itself. I want that sight to come to end.

And it can be ended only by united national effort, backed up one hundred per cent by you who live in this area, and you are giving us that backing.

Money spent for the building of ponds and small lakes, for the damming of rivers, for planting shelterbelts, for other forms of afforestation, for putting plough land back into grass,

that is money well spent. It pays to do it, not only for this generation but for the children who will succeed to the land a few years hence.

People who are ignorant and people who think only in terms of the moment scoff at our efforts and say—"Oh, let the next generation take care of itself—if people out in the dry parts of the country cannot live there let them move out and hand the land back to the Indians." But, my friends, that is not your idea or mine. We seek permanently to establish this part of the Nation as a fine and safe place which a large number of Americans can call home.

Every year that passes we are learning more and more about the best use of land, about the conserving of our soil and the improvement of it by getting everything we can out of every drop of water that falls from the heavens and today is a good example of it. Back in the Allegheny Mountains many of the rivers are called "flash streams"—dry beds or rivulets most of the year—but raging torrents sweeping all before them when a cloudburst or heavy rain occurs. And you have flash streams here.

We are fortunate in Washington in having as Chairman of the Agricultural Committee of the House of Representatives a man who has a well-rounded knowledge of agricultural programs and problems in every part of the United States.[2] He and I have discussed many times the great objective of putting agriculture and cattle raising on a safe basis—giving assurance to those who engage in those pursuits that they will not be broke one year and flush the next. We need a greater permanency, a greater annual security for all who use the soil.

The farming and cattle raising population of the United States has no wish, no desire to be paid a subsidy or given a handout from the Federal Treasury. They have come to understand, and the rest of the country is learning too, that the agricultural program of the Administration is not a subsidy. It is divided into three simple parts.

The first part represents government assistance to help the individual farmer to use his land for those products for which it is best fitted, and to maintain and improve its fertility.

The second objective is, with the approval of those who raise crops, to prevent overproduction and low prices—and at the same time to provide against any shortage, in other words, to apply common sense business principles to the business of farming and cattle raising. And as a part of that second objective we seek to give to the farmers throughout the country as high a purchasing power for their labor as those who work in industry and other occupations.

The third effort of your Government is directed towards a great decrease in farm tenancy and towards the increase in farm ownership by those who till the soil. That includes the encouragement of small farms and of even smaller acreages for those who live near the cities and work in the cities, and who should by all the rules of common sense grow on a few acres around their homes a substantial part of their own family food supply.

You have given me a wonderful reception today in Amarillo, not counting the rain, and I am happy, I am happy indeed, to have been able to see this extraordinarily interesting and progressive part of the United States. I am grateful to you for your cooperation with your National Government, your cooperation in and understanding of all that we are trying to do in the National Administration to help those who are willing to help themselves, and you people will.

And so, my friends, I shall never forget this visit of mine to Amarillo. And I am coming back again. And I think this little shower we have had is a mighty good omen.[3]

[SPEECH FILE:T]

[1]Roosevelt had been talking about the 2500-piece band with which he had been greeted. The speech was given in Ellwood Park at about 6 P. M.

[2]Marvin Jones of the 18th Texas District.

[3]The text here printed is that of the stenographic transcript; this contains a number of departures from the reading copy (Speech File). The reading copy contains some half-dozen changes in Roosevelt's hand, and is signed by him, "Franklin D. Roosevelt (Original—delivered in a downpour)." (The pages of the speech show unmistakable evidence of a wetting.)

807 ROOSEVELT TO VERNON W. HUNT, Los Angeles

FORT WORTH, TEX., *July 11, 1938*

MY DEAR MR. HUNT: Reply to your letter of May 10 has been delayed pending the receipt from the Departments of Agriculture and Interior of information regarding the proposal to place in a National Park status a certain portion of the Kings River area in California that is now Included in National Forests under the jurisdiction of the Forest Service.[1]

The proposal contemplates, I am advised, the transfer to the National Park Service of some 415,000 acres, representing the most scenic portion of the area, for development by that Service in accordance with its standards for the recreational utilization of National Park areas of this character.

While I do not know that all of the area proposed for a National Park status is necessary for that purpose, or that the proposed boundaries of the Park area have been properly drawn, I am inclined to think, from the information thus far supplied to me, and in the long view of the matter, that the proposal is not without a considerable degree of merit.

As to the utilization of the fishing and hunting resources of the region concerning which you have written me more particularly, there would be fishing in both the Forest and Park areas, and while there would be hunting only in the Forest area, I am not sure that in the long run the protected Park area might not provide a better supply of game that would migrate to the Forest area than would be the case were hunting permitted over the entire area.

What I have said above represents only a tentative conclusion on my part at this time, and I shall be glad to give the matter further consideration in the event of its presentation to me in the form of a request for legislative authority for the establishment of such a Park area.

In appreciation of the interest which prompted you to write me regarding this matter, I remain, Sincerely yours,

[FRANKLIN D. ROOSEVELT]

FJB:MLM 7/7/38[2]
[Notation: AS] DWB

[13:OF 6—P:CT]

[1]Hunt, a Los Angeles attorney, opposed a national park in the Kings Canyon area because the highways that would then be built to make it accessible to tourists would ruin the hunting and fishing (OF 6—P).

[2]Drafted in the Budget Bureau, presumably by Frederick J. Bailey, chief of the Division of Research and Investigation.

808 ROOSEVELT TO HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE

WASHINGTON *[July 15, 1938]*

MY DEAR MR. SECRETARY: In approving the Flood Control Bill (H. R. 10618) on June 29, 1938, I called attention to certain deficiencies in the legislation. I also expressed the hope that these would be corrected as early as possible. I stated further that I would ask for complete consultation among the government agencies affected with respect to the problems of water resources raised by the bill.

I should like to have the National Resources Committee continue its important and useful work in the water resources field. It is my understanding that the major agencies concerned already are represented on the Committee.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] C. T. H. Original in pouch 7/15[1]

[13:OF 132—D:CT]

[1]Roosevelt was in Yosemite Park on this date. This is one of the letters that were returned to Washington for mailing. The initials are those of Clarence T. Hess, Chief of the Office of Records of the White House.

809 ROOSEVELT TO GOVERNOR FRANK MURPHY, Lansing, Michigan

SAN DIEGO, CAL., *July 16, 1938*

MY DEAR GOVERNOR: I read with much interest your letter of May twenty-sixth referring to previous correspondence regarding the forest land problem of the State of Michigan.

The facts you have submitted are of great interest. To me, Michigan has always been the outstanding example of the rise and fall of the lumber and other wood-using industries. Its colorful history in the lumber industry is well known. With the high productive capacity of the forest soils of the State, the migration of the wood-using industries was obviously unnecessary and we are now faced with the practical problem of bringing these lands back into production to support urban enterprises and to furnish permanent employment to the people.

Assuming that lands under public control, or to be brought under public control, will receive proper management, it appears obvious that the State and Federal government should develop a plan of action that would bring this about.

With regard to the commercial timberlands, containing merchantable timber, remaining in the State, it seems clear that some plan is justified that will prevent the further devastation of the forest lands of the State, which after devastation must be taken over by the public and rehabilitated at great cost. I understand that Michigan still has a considerable acreage of magnificent beech, birch and maple forest, of very high social and economic value, that is

still being cut under a "cut-out and get-out" policy. It seems clear that this is so contrary to the public welfare of the people of the State that some definite action is justified. When the Joint Committee of the Congress investigates the forest land problem, it is hoped that it will be possible for your Conservation officials to give the Committee a clear-cut presentation of your situation in order that it may play its part in determining the course of Federal action.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 149:CT]

[1]Drafted by the Agriculture Department. Wallace, in his letter to Roosevelt of July 23, 1938, enclosing the draft, said that he thought the letter was "peculiarly appropriate" in view of the acute forest land problem in Michigan.

810 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *July 28, 1938*

MY DEAR MR. PRESIDENT: The problem of abating water pollution in the United States has received increasing attention during the past four years, culminating in a water pollution bill which was passed by the last session of the Congress, but which failed to receive your approval because of the proposed procedure for submission of projects to the Congress without review by the President and the Budget. In that respect, the bill was contrary to the recommendations of our special advisory committee on water pollution.

Because the problem is still pressing for solution and because the previous bill utilized many of the technical findings and recommendations of our special committee, I think that it would be helpful if the committee would review its earlier findings and bring them up-to-date, so that during the autumn we may have a complete picture of the water pollution situation in the United States, of the effectiveness of recent Federal and state activities in the abatement of water pollution, and of the current needs in that field.

I am requesting the committee to proceed with the preparation of such a statement, with a view to submitting it to you in advance of the next session of the Congress. The group includes representatives of the Public Health Service, Biological Survey, and all other interested Federal agencies.[1]

Sincerely yours,

[HAROLD L. ICKES]

[Notation: A] Original will go in pouch 8/1 to Panama

[13:OF 1092:CT]

[1]Answered *post,* 814.

811 ROOSEVELT TO GOVERNOR ELMER A. BENSON, St. Paul, Minnesota

[WASHINGTON] *August 12, 1938*

MY DEAR GOVERNOR: I am pleased to learn from your letter of July thirteenth that you are interested in the work of the Quetico-Superior Committee.[1] Its proposal to establish an international wilderness reserve makes a strong appeal. In the maintenance of such an area, I see lasting opportunities for recreational use by millions of Americans on both sides of the International Boundary. I believe, too, that the Committee's suggestion is a fine one that the area be established as a Peace Memorial. It would not only be a memorial to the men who gave their lives in the World War but would be a continuing living reminder of the peace between the United States and Canada.

Although it is true, as you stated in your letter, that the whole of the United States' portion of the proposed reserve is in Minnesota I regard the proposed reserve as of national importance. Certainly, the interests of the citizens of Minnesota should be considered, but the interest of the Nation should not be disregarded. Minnesota should be represented on the Committee, but it is not clear to me that its representatives should predominate. I am informed that one member of the Committee has been a resident of Minnesota for more than twenty-five years. Of the other members, one resides in Chicago, a second in New York, and the remaining two, representing the Secretary of the Interior and the Secretary of Agriculture, in Washington. By virtue of my Executive Order of June thirtieth extending the existence of the Committee until 1942, these five members are continuing to serve.

It may be desirable, however, to increase the number of members to permit the addition of one or more of the men whom you have suggested. I have referred your letter to the Secretary of the Interior and the Secretary of Agriculture, upon whose joint initiative the Committee was established. As soon as I have received their comments upon your suggestion, I shall be glad to write you again.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: T] Draft of letter prepared by Secretary of the Interior. mdp

[13:OF 1119:CT]

[1]Benson thought that some members of the committee should be residents of Minnesota and proposed several persons as having proper qualifications (OF 1119).

812 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR, AND HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *August 15, 1938*

MEMORANDUM . . . Now that the Olympic National Park has been created by law, I should like to have the Interior Department and the Department of Agriculture set up an informal joint board with the following objectives:

(a) To work out the relationships and administration of the Olympic National Park and the surrounding national forest lands.

(b) The relationship of the national park and forest lands to State owned land in the vicinity.

(c) To work out the relationship of the national park and forest land to privately owned lands in the vicinity.

(d) To make informal recommendations to the President about March 1, 1939 as to what lands should be added to the Olympic National Park.[1]

F.D.R.

[13:OF 6—P:TS]

[1]A. E. Demaray, acting director of the National Park Service, in a letter to Acting Secretary of Interior Burlew of Aug. 23, 1938, said that it was his belief that the formation of such a board would make it difficult, if not impossible, to add any lands to the park, "and, particularly, any of the lands with stands of the big trees." The Park Service had already made studies and was prepared to recommend the addition of certain lands. Local opposition in Washington State was aware of these studies and "would like nothing better than to forestall our recommendations by some such means as an interdepartmental board." On September 7, Ickes informed Wallace that Irving Brant would represent the Interior Department. On November 10, Wallace told Roosevelt that Ickes was evidently unwilling to participate in the appointment of the suggested joint board, and added that since the Forest Service would make no objections to existing or proposed Olympic Park boundaries, he would make no further effort toward setting up a board. (These letters are in OF 6—P.)

813 PRESS CONFERENCE, Hyde Park, August 23, 1938, 2 P. M.

[Excerpt] Q: Can you tell us about your talk this morning with Mr. Martin and Mr. Duffy, of Vermont?[1]

The President: The chief topic of conversation was—I don't know whether we can call it the "National Highway." It is the continuation of what we outlined four years ago, the development of President Hoover's Skyline Drive. President Hoover invented, in his administration, a great scenic highway from Washington, D. C., over a distance of seventy or eighty miles south into Virginia along the top of the Blue Ridge, and laid out a national policy which was to the effect that if the State would buy the land—the right of way—with a strip on each side so as to be a scenic parkway, then the Federal Government would build and maintain the highway on that land. Before I got to Washington most of the work, a very large part of the work, had been done on the Skyline Drive. We have been trying in the last five years to develop that idea for a highway extending from the Canadian line, at the north end of the Green Mountains, down through what really is the Blue Ridge all the way. For instance, the Berkshires correspond to the Blue Ridge and you go across through the Hudson Highlands, at West Point, Bear Mountain, and then get on down to the Delaware Water Gap, and then that same range extends down to just west of Harrisburg, through Gettysburg and Harper's Ferry—a little this side of Harper's Ferry, you know, where Braddock Heights is—it is really the nearest point to Washington—and then it goes on to Front Royal with the Skyline Drive and through Virginia and down to North Carolina, to the Great Smoky Park, and thence to Georgia, to the end of the Appalachian System, which is approximately Stone Mountain.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Fred C. Martin and Frank Duffy, prominent Vermont Democrats. Martin denied that the visit had political implications (New York *Times,* Aug. 28, 1938, IV, 7).

814 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

HYDE PARK, N. Y., *August 29, 1938*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: Go ahead with the

reconvening of the water pollution committee so as to have the report ready with a new bill by November fifteenth.[1]

F.D.R.

[13:OF 1092:CT]

[1]This is in reply to Ickes' letter of July 28, 1938, *ante*, 810.

815 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *Sept. 21, 1938*

MY DEAR MR. PRESIDENT: In accordance with your instructions, the National Resources Committee has made a special review of conditions in the Northern Great Plains, and I am forwarding herewith a report approved by all of the members of the Committee.[1]

I am also enclosing drafts of a release, memorandum and letters which are intended to implement the recommendations in the document.[2] If these drafts are agreeable to you, we should like to release the report through the Press Section of the Public Works Administration, as in previous cases, some time on or after September 26, and to arrange for circulation of the report to interested persons in the Great Plains Area.

If you are agreeable to making public the letters to the Governors, we shall be pleased to have a representative of the Committee confer with Mr. Early as to arrangements.

Sincerely yours,

HAROLD L. ICKES

[13:OF 2285:TS]

[1]*Rehabilitation in the Northern Great Plains. Preliminary Report of the Northern Great Plains Committee* (Washington, 1938).

[2]The drafts are present; see *post*, 821, 825, 826.

816 ROOSEVELT TO STEPHEN T. EARLY, SECRETARY TO THE PRESIDENT

WASHINGTON, *September 22, 1938*

MEMORANDUM FOR S. T. E.: Will you talk this over with Lowell Mellett and see how we can get out publicity throughout the States involved which will be more easily understood than this release,[1] and that *[sic]* we can accomplish much education if it is handled right? Before bringing it back to me, will you talk it over with the National Resources Committee and with the Secretary of Agriculture?

These letters to the Governors should be held up until our publicity is released here.

F.D.R.

[13:OF 2285:T]

[1]*Post,* 821.

817 MEMORANDUM BY HENRY M. KANNEE, ASSISTANT TO MARVIN H. MCINTYRE

WASHINGTON, *9/28/38*

MEMORANDUM FOR THE APPOINTMENT FILES: Miss Holbrook, Robert Fechner's secretary, called and asked for an appointment for Mr. Fechner to discuss his letter of June sixth to the President. She indicated that this letter had had the approval of the President but that no indication of it had been sent to them and Mr. Fechner was anxious to get the President's approval to his letter.

I spoke to Jim Rowe and he acquainted me with the situation, i. e., that all the departments concerned have objected strenuously to the President approving the procedure suggested by Mr. Fechner, and that hearings held by James Roosevelt had done nothing to change their opposition or create grounds upon which the President's approval could be based.

Accordingly, I informed Miss Holbrook that the exigencies of the international situation precluded the arranging of this appointment at this time—that the matter would have to remain in status quo until things had quieted down.

K.

[13:OF 268:T]

818 ROOSEVELT TO FERDINAND A. SILCOX, CHIEF, FOREST SERVICE

WASHINGTON, *September 30, 1938*

MEMORANDUM FOR HON. F. A. SILCOX: I understood sometime ago that Regional Forester Buck had said that road work would not be resumed in the Dosewallips Valley, Olympic Peninsula. Now I hear that it is to be resumed—in fact, that work is going on.

It seems to me that before any further work is done there should be general government agreement.

Will you let me know about it?[1]

F.D.R.

[13:OF I—C:CT]

[1]This was inspired by a memorandum from Brant to Ickes, Sept. 22, 1938 (OF I—C): "The Quinault people asked both the Park Service and the Forest Service to promise a road up the Quinault and down the Dosewallips, so that they would have direct connection with the Seattle tourist travel. The Park Service refused to make any promises. The Forest Service not only promised the road . . . but started to build it . . ." Silcox replied Oct. 4, 1938 (OF I—C), that there was no work under way or planned on the Dosewallips road and that none would be done until after the park boundaries were settled.

819 ROOSEVELT TO NELSON C. BROWN, New York State College of Forestry, Syracuse University, Syracuse, New York

WASHINGTON, *October 1, 1938*

[Telegram] Have decided go Hyde Park tonight. Can you come for lunch tomorrow or Monday and we can plan next spring's plantings.[1]

FRANKLIN D. ROOSEVELT

[13:PPF 38:CT]

[1]Brown had written Sept. 27, 1938 (PPF 38), that the trees in the Roosevelt plantations had "responded remarkably well to the excellent growing season," and had asked what lots were to be planted in 1939. He came to Hyde Park on Monday, October 3 (PPF I—O).

820 PRESS CONFERENCE, Hyde Park, October 7, 1938, 10:45 A. M.

[Excerpt] The President: How is everybody? There is a release coming out from Washington on the detail and I won't give you that, but I do want to discuss with you the general subject of trying to end water pollution of streams. I have a book here today with PWA allotments for 113 additional sewage disposal projects in almost every part of the nation to end pollution in streams and lakes, where they are located, providing for $19,588,000 worth of construction of disposal plants, sewers and other means to clean up local streams and rivers in thirty states and Puerto Rico.

They started in five years ago to encourage communities to end the pollution of lakes and rivers and the work is progressing very well. Off the record, the City of Poughkeepsie is still dumping its sewage in within half a mile of where it is taking its water out.

Q: In the Nelson House?

The President: I said that was off the record.

Mr. Early: Drinking water, Mr. President, never involved anyone in the Nelson House.

The President: I don't blame them. I would not drink water in Poughkeepsie.

Q: Will the tide carry up that far?

The President: Sure. The tide carries water back and forth about six miles.

Q: That is another good reason.

The President: And none of these different allotments will continue sewage disposal into lakes and rivers. Since 1933 PWA loans, not counting what WPA has done, I approved have carried through approximately 500 sewage disposal plants at a total construction cost of over a billion and a quarter of dollars in five years. That is pretty good.

Mr. Early: But not including this?

The President: Not including this. The communities assessed themselves for over half this amount in order to become partners with the Federal Government in this valuable work. This water purification work is finally producing tangible results. It is a splendid beginning and efforts must be continued for the cleaning up of our rivers on a national scale . . .[1]

Q: Is there anything we can say on the record in the local press in connection with this

ridding of the Hudson River of pollution? Of course it is a very vital thing right here in Poughkeepsie. In turning down this thing, there was a feeling that they should get some state aid on the question—I don't know—in addition to the federal aid, to aid communities in constructing these plants. I don't know whether there is—

The President: I don't know, frankly, I don't know any of the financial details at all except that for twenty-five years I have been talking to the people of Poughkeepsie about two subjects. The first was to quit dumping raw sewage into the Hudson River and, second, to get a decent supply of pure drinking water—not out of the Hudson River—which, during the whole of the twenty-five years has been a perfectly practical self-liquidating plan under the law—that is, getting the water—but nobody has done it.

Q: So there isn't anything you can say on the record?

The President: No, except that I have been trying to accomplish those two things and suggesting it for twenty-five years and perhaps it will be another twenty-five years before something is done.[2]

[13:PRESIDENT'S PRESS CONFERENCES: T]

[1]The part omitted is on another subject.

[2]In 1957 Poughkeepsie was still discharging its raw sewage into the Hudson River.

821 WHITE HOUSE PRESS RELEASE ON A REPORT OF THE NORTHERN GREAT PLAINS COMMITTEE, October 7, 1938

Seven years of drought have disrupted the economy of the Northern Great Plains area and produced conditions which demand urgent rehabilitation measures according to a report of the Northern Great Plains Committee which has been transmitted to The President by the National Resources Committee.

The Northern Great Plains Committee, which included in its membership representatives of both Federal and State agencies, was appointed last Spring by the National Resources Committee and its recommendations are being studied at the White House.

A statement of the problem which confronted the Committee and which concerns directly North and South Dakota, eastern Montana, northern Nebraska and northeastern Wyoming was made public today.

In brief, the Northern Great Plains Committee found that the prevailing system of land utilization in the region has failed and that tax delinquency, mortgages and dependence on relief are so widespread as to require immediate action.

In North Dakota, it was found that 70 percent of all farms are listed as tax delinquent, more than 75 percent of the farms in representative counties are mortgaged and approximately 35 percent of all people are on relief. The other sections studied also show conditions which threaten the economic stability of the areas concerned.

In its statement of the problem the Great Plains Committee said, in part:

The history of settlement and land use in the Northern Plains indicates clearly that another period of normal or supernormal rainfall, however desirable, would not alone insure stability. The plague of dry years would presently return; crop failures would follow bountiful harvests; despair would again replace optimism. The future of the

region cannot be left safely to the unpredictable hazards of rainfall and the inadequate resources of individual farmers. The need of recognizing these facts and of acting in accordance with them has not been lessened by the generous rains of the earlier part of 1938.

Generous public assistance has prevented extreme human suffering in the Northern Plains during the recent years of drought and depression. Food, clothing, and fuel have been furnished to all in need. Relief employment has been afforded all certified applicants who were in towns and who were able to work. Farm Security Administration grants and loans, A. A. A. benefit payments, Farm Credit Administration loans, and other types of aid have been extended to farmers.

Though the activities noted have attained their special objectives and have minimized suffering, they have not contributed to the permanent rehabilitation of the area to the degree that now seems possible through coordinated effort. For example, some farmers have been enabled to stay on their farms and to continue cultivating land suited only to grazing. Relief labor naturally has been used chiefly for such projects as roads and schools. The people would be little better equipped on the whole to cope with a serious drought next year than they were in 1930. To the greatest degree possible, relief should hereafter promote permanent rehabilitation.

Many families—perhaps 20,000 in all—have given up the fight during the recent years of distress and have left the region. Most of the farmers hang on tenaciously with Federal aid, hoping that conditions will improve. Many have moved to the villages and few cities, where, with Federal assistance, they await opportunities in other regions or the wet year that would enable them to return to their farms and produce a big crop.

Large-scale evacuation of the Northern Plains, were it practicable, would not solve the basic problems of the region. Cheap land, the chance for speculative gain, the false promise of a few wet years, all these and more would lure new settlers likely to repeat the mistakes of earlier years with similar consequences. So far as can be foreseen, the economic and social life of the region must always depend largely on agriculture. A type of agriculture suited to the climate, topography, soils, and natural vegetation, involving in general larger operating units, a judicious combination of grazing and feed-crop production, and, so far as practicable, supplemental irrigation, should replace the cash-grain and small-scale stock rearing type in the many areas where the latter has failed and cannot succeed. Locally, irrigation projects of considerable size are possible. In short, rehabilitation and stabilization can come only through fundamental readjustments in land utilization. Immediate action for rehabilitation is essential; continued action through years will be needed.

Members of the Northern Great Plains Committee are as follows: Harlan H. Barrows, Chairman, University of Chicago; W. T. Brokaw, Director of Extension, University of Nebraska; J. P. Cain, Chairman, North Dakota State Planning Board; A. M. Eberle, Director of Extension, South Dakota State College; D. P. Fabrick, Chairman, Montana State Planning Board; Perry A. Fellows, Assistant Chief Engineer, Works Progress Administration; Lt. Colonel Philip B. Fleming, District Engineer, Corps of Engineers, St. Paul; Dan W. Greenburg, Director, Wyoming State Planning Board; W. W. McLaughlin, Office of Land Use Coordination, Department of Agriculture; John C. Page, Commissioner, Bureau of Reclamation; and Colonel Clarence J. Sturdevant, Division Engineer, Corps of Engineers, Kansas City, Missouri.[1]

[13:OF 2285:M]

[1]This press release is based on the draft sent by Ickes to Roosevelt on Sept. 21, 1938 *(ante,* 815), but is considerably briefer. With the release here printed is a one-page memorandum entitled, "General Material for Use of the President in Calling Attention to a Forthcoming Report on the Problem of the Northern Great Plains Area." It bears the notation, "For the President's Press Conference on Oct. 4." Roosevelt made only passing reference to the forthcoming report at that press conference.

822 JOHN H. BAKER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF AUDUBON SOCIETIES, TO ROOSEVELT

NEW YORK, N. Y., *October 7, 1938*

Sheep Refuges in Arizona

DEAR MR. PRESIDENT: You have shown, we understand, a definite interest in the state of such refuges for the benefit of the Bighorn Sheep in the Southwestern States.

This Association initiated two years ago a Desert Bighorn Sheep Fellowship Research Project, and the findings resulting from that work are now available to the Federal bureaus that may be concerned with the problem of preservation and restoration of those fine game animals.

We have constantly urged the establishment of the Cabeza Prieta and the Kofa Mountain Refuges under the administration of the Biological Survey. Executive orders to effect such establishment have, we understand, been up to this time stalled through the necessity of gaining approval by the Department of Interior, inasmuch as public domain is involved. It now appears that the Interior Department has developed plans of its own, involving the administration of such wildlife areas by the Bureau of Grazing under the terms of the Taylor Grazing Act. Such a development would, it seems to us, hold forth little promise of favorable treatment of the Desert Bighorn Sheep or any other wildlife.

May we encourage you to sign now executive orders establishing the wildlife refuges in these areas under the jurisdiction of the Biological Survey?

We would appreciate it if this letter were not forwarded to either the Department of the Interior or the Department of Agriculture, both of which are already well acquainted with our views. Our concern is wholly as to the Sheep and we are not interested one way or another in any differences there may be between the bureaus or departments most concerned.

May we hope for your favorable consideration of this earnest request?[1]

Sincerely yours,

JOHN H. BAKER

[13:OF 378:TS]

[1]An attached memorandum, Roosevelt to McIntyre, Oct. 11, 1938, reads, "Do not show this letter to Agriculture or Interior but have a letter prepared in reply by both Departments." See *post*, 830.

823 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

[WASHINGTON] *Oct. 14, 1938*

MEMORANDUM FOR THE PRESIDENT: Reference is made to the letter of June 6, 1938, addressed to you by Mr. Fechner, Director of the Civilian Conservation Corps, in which he sets forth and requests your approval of certain principles of administration in the operation of the corps.

These principles appear to be directly in line with the purpose expressed in the Act, approved June 28, 1937, which gives the Director complete and final authority in the functioning in the Corps, and which authority is desirable and necessary to meet changes in operating conditions and the shifting of camps from the jurisdiction of one agency to another.

At the time the bill was drafted for the purpose of establishing the Corps, and which resulted

in the Act of June 28, 1937, representatives of this office, together with Mr. Fechner and representatives of the Department of Agriculture and the Interior Department, spent some time in joint conference in the preparation of such draft and it was understood by all concerned that it was your desire that the Director of the Corps be given complete and final authority in carrying out its purposes, which authority appeared to be most desirable and necessary in view of some experiences that had been encountered prior to the enactment of the bill.

I therefore recommend that you approve the principles of authority and operation set forth in Mr. Fechner's letter. I assume that your endorsement on Mr. Fechner's letter will be preferable to a separate letter addressed to Mr. Fechner and I have not, therefore, prepared any separate draft.

In this connection, reference is made to previous communications between this office, yourself and Mr. Fechner on a closely related subject, as set forth in my memorandum to you of January 24, 1938, and your letter of the same date to Mr. Fechner, copies of which are attached.[1]

[DANIEL W. BELL]

VLA/OT 10/14/38
[Notation: A] O. K. F. D. R.

[13:OF 268:CT]

[1]The memorandum and letter have not been found in the Roosevelt papers. They were, with the original of the memorandum here printed, presumably returned to the Budget Bureau.

824 ROOSEVELT TO W. ESPEY ALBIG, Wassaic, New York

HYDE PARK, NEW YORK, *October 18, 1938*

DEAR MR. ALBIG: Thank you for your letter of October fourth.[1] I am very glad to know of your interest in chestnut and about the several saplings which have escaped the blight. Apparently there is a great deal of interest in the vigorous and persistent re-sprouting of chestnut in many parts of the East. Several government, state, and private agencies are conducting experiments to introduce the Oriental chestnut. I have planted several of these trees on my place near Hyde Park, to determine how they will grow under those soil and climatic conditions. The Oriental strains apparently are resistant to the chestnut blight. Experiments in cross pollination of European and Oriental forms of chestnut with our own domestic variety are being attempted. It is likely that several years will pass before we shall determine definite results from some of these experiments. Meanwhile, we hope sincerely that these trees may develop an immunity to the blight.

Authorities at the Brooklyn Botanic Garden and the New York State College of Forestry, as well as several other agencies, are now working on the problem. The reported experiment at Dover, New Jersey, is certainly interesting. We shall know a little more about it after results of tests made have been determined. However, in view of the fact that so many agencies are already working on this problem, I doubt the advisability of having a special representative from the U. S. Forest Service assigned to work in Dutchess County, as the conditions found there are rather typical of conditions found in many parts of New England and the other eastern states.[2]

Thank you for your interesting letter, and with kind regards,

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 38:CT]

[1]Albig reported on chestnut saplings he had found on his farm and suggested that the Forest Service look into the circumstances of their survival (PPF 38).

[2]Drafted by Nelson C. Brown. A similar letter (also drafted by Brown), dated Oct. 18, 1938, was sent to Gifford C. Ewing, Amenia, New York, in reply to his letter of Oct. 4, 1938 (PPF 38). Ewing suggested using Boy Scouts to collect chestnuts for planting.

825 ROOSEVELT TO CERTAIN FEDERAL AGENCIES

[WASHINGTON] *October 19, 1938*

MEMORANDUM TO FEDERAL AGENCIES CONCERNED WITH RELIEF, REHABILITATION, WATER DEVELOPMENT, OR LAND USE PROBLEMS IN THE NORTHERN GREAT PLAINS: As a result of my recent request that the National Resources Committee make a special review of conditions in the Northern Great Plains and advise me of policies and procedures which might be initiated promptly with a view to promoting the permanent rehabilitation of the area, the Committee has submitted a report directing attention to the desirability of undertaking various developments (including irrigation projects) and land-use readjustments of lasting benefit and of the desirability of using relief funds and relief labor in effectuating them to the greatest degree practicable.[1]

Please instruct appropriate officials of your organization in North Dakota, South Dakota, Montana, Wyoming, and Nebraska, as well as in Washington, to assist in all possible ways in carrying out the co-operative rehabilitation program in the region. An appropriate committee of the National Resources Committee will act as a general co-ordinating agency, and each Federal department should provide for co-ordination of all relevant activities within its jurisdiction.[2]

[13:OF 2285:CT]

[1]*Rehabilitation in the Northern Great Plains* (Washington, 1938).

[2]Drafted by the National Resources Committee.

826 ROOSEVELT TO GOVERNOR ROBERT L. COCHRAN, Lincoln, Nebraska

WASHINGTON, *October 19, 1938*

MY DEAR GOVERNOR COCHRAN: I am sending you herewith a copy of a preliminary report by the Northern Great Plains Committee, entitled *Rehabilitation in the Northern Great Plains.* This Committee, which included in its membership representatives of both Federal and State agencies, was appointed at my request by the National Resources Committee to suggest measures, including specific changes in Federal procedure and policy affecting land and water conservation, which might be carried out promptly in order to promote the rehabilitation of the area.

The Committee's recommendations are of three classes from the standpoint of action necessary to effectuate them.

First, certain improvements in the activities of Federal agencies may be made under existing authorizations of the Congress. I approve the recommendations of the Committee in these particulars, and I have directed all executive departments and agencies to modify their procedures accordingly. The report outlines the character of rehabilitation work which will be undertaken by the Federal government during the fiscal year 1939.

Second, several proposed changes in policy may be made only under new authorization of the Congress. I hope that the suggestions of this nature may receive careful study by the Congress at its next session.

Third, the responsibility for a number of basic lines of constructive action rests largely or wholly with state and local agencies. I recommend that you review the proposals of this class, and I hope that you may carry out such of them as are appropriate to the conditions in your state. A large measure of responsibility for the success or failure of a rehabilitation program in the Northern Great Plains rests with the state and local governments.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 2285:CT]

[1](Drafted by the National Resources Committee.) The same letter was sent to the governors of North and South Dakota, Montana, Nebraska and Wyoming.

827 ROOSEVELT TO WILL SIMONS, CHAIRMAN, IDAHO STATE PLANNING BOARD, BOISE

[WASHINGTON] *October 25, 1938*

MY DEAR MR. SIMONS: The problems raised by the migration of farm families into Idaho and other States of the Northwest, to which you allude in your letter of October 6, and which are discussed in the report of the Pacific Northwest Regional Planning Commission on "Recent Migration In the Pacific Northwest," merit the consideration of all State and Federal agencies concerned with the development of a properly conceived land program in that area.[1]

In order to arrive a such a program, I am asking the National Resources Committee to form a joint committee, composed of State and Federal representatives operating in the area, along the lines of, and of course in close cooperation with, the Northern Great Plains Committee. The cooperation of the Federal agencies will, of course, be effected through their representation on this committee. I am confident that the States, through their State Planning Boards and the Pacific Northwest Regional Planning Commission, will also give full support.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 834:CT]

[1]Simons called attention to the problem created by the migration of Great Plains farm families to Idaho and their settlement there on submarginal lands. He urged appointment of a committee under auspices of the National Resources Committee to deal with the problem (OF 834). The report mentioned (mimeographed) was issued in Portland, Oregon, in 1938.

[2]Drafted by the National Resources Committee.

828 GOVERNOR LLOYD C. STARK OF MISSOURI TO ROOSEVELT

JEFFERSON CITY, *October 28, 1938*

MY DEAR MR. PRESIDENT: A satisfactory solution has not yet been found to the situation confronting the rural population in the Ozark Region of southern Missouri. As you well know, the lumber industry is gone, much of the land has proven to be submarginal for crop agriculture, and there is little opportunity to absorb the surplus labor through industrial channels. Education, public health and living conditions are unsatisfactory.

One of the hopeful vehicles for improvement is with the National Forest program, inaugurated soon after the start of your first administration. More than a million acres of the three and one-half million acres included within the established purchase units have been bought and paid for but, as yet, the program has made no adequate provision for the ten thousand rural families living within the boundaries, or even for the more than four hundred families living on the land which has passed to Government ownership.

The Forest Service men are making an earnest, if wholly inadequate, study and start on rehabilitation in place of these families. I hope that sympathetic Budget consideration can be extended to this activity as a permanent feature of that Bureau. The rehabilitation of these tenants on public lands, through a combination of subsistence farming and cash income from work restoring the forest resources, seems to be the best and least costly way to proceed.[1]

Respectfully yours,

LLOYD C. STARK

[13:OF 149:TS]

[1]Answered *post*, 833.

829 ROOSEVELT TO REPRESENTATIVE MALCOLM C. TARVER OF GEORGIA

HYDE PARK, NEW YORK, *November 5, 1938*

MY DEAR MR. TARVER: On receipt of your telegram of October thirty-first,[1] I asked for a report from the Director of the Civilian Conservation Corps on what had been done and what could be done to assist in fighting forest fires on private lands.

It appears that the 1937 Act of Congress setting up the Civilian Conservation Corps authorizes and the present CCC policies provide that appropriate assistance may be given by CCC camps to supplement local forces in suppressing forest fires on privately owned lands provided that they are eligible under Clarke-McNary or other Acts of Congress and provided further that CCC assistance can practically be supplied in line with established procedures pertaining to protection of private forest lands.

I believe you will agree that an Executive Order could not enlarge present legal provisions to include private lands not now eligible under such Acts. I understand the situation in your section is critical due to dry weather and I want every possible aid rendered in preventing fire losses. I have, therefore, asked the Director of the Civilian Conservation Corps to request the National Park Service and the United States Forest Service to consult with you and investigate conditions you describe with the object in view of rendering whatever assistance may be possible under present legislation.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

CD

[13:OF 268:CT]

[1]Not found.

[2]Drafted by the Civilian Conservation Corps.

830 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *November 10, 1938*

DEAR MR. PRESIDENT: In response to the request of Mr. McIntyre under date of October 14,[1] the following information is submitted concerning the proposed establishment of the Cabeza Prieta and Kofa Bighorn Refuges in the State of Arizona:

As the plans and policies of the Interior Department began to crystallize in the organization of the public domain into grazing districts in the thirteen western states included under the Taylor Grazing Act of 1934, this Department through the Bureau of Biological Survey proposed the establishment of hereditary ranges to safeguard the various species of native big game animals that were threatened with extinction or serious depletion in numbers. Of the twelve or fifteen major projects originally proposed three were located in the State of Arizona, including the two above mentioned. The third, the House Rock Valley project, was abandoned because of a conflict with plans for the enlargement of the Navajo Indian Reservation.

The Cabeza Prieta and Kofa projects, as originally recommended, comprised 3,400,000 acres and under date of April 23, 1936, this Department recommended their establishment as Game Ranges for the primary protection of desert bighorns or mountain sheep under the joint administration of the Departments of Agriculture and the Interior in accordance with plans previously formulated with the Interior Department for the handling of projects of that nature.[2] The plans of the Interior Department for the establishment of Arizona Grazing District No. 3, which included the proposed Cabeza Prieta and Kofa Bighorn areas, met with local opposition in the State and it was, therefore, decided not to establish the grazing district at that time, and, of course, the areas could not be established as Game Ranges without the organization of a grazing district. This Department was advised of this decision under date of December 7, 1936.[3]

This Department then decided to ask that these areas be established as straight wildlife refuges under its jurisdiction. Accordingly, the Orders were redrafted along that line and resubmitted to the Interior Department under date of January 25, 1937. After further

consideration the Interior Department decided, with the approval of local interests, to establish Arizona Grazing District No. 3. The advice of Acting Secretary West under date of August 7, 1937[4] had led this Department to believe that these areas would be established as Game Ranges, as requested in letters of April 23, 1936. This, however, failed to materialize.

There was much local interest in Arizona for the protection of the bighorns and after several conferences with representatives of the Governor's office, the State Game and Fish Commission, State Land Commissioner, sportsmen's organizations, and the Arizona delegation in Congress, the boundaries of the proposed areas were curtailed to a maximum of approximately 1,675,000 acres. Proposed Executive Orders to establish these revised areas as straight refuges under the jurisdiction of this Department, in accordance with local sentiment, were resubmitted to the Interior Department in December 1937.[5] The Secretary of the Interior failed to approve and submit these Orders to the President for consideration. Under date of July 14, 1938,[6] this Department was advised by the Interior Department of its disapproval of the proposed refuges but that favorable consideration was being given to the establishment of Arizona Grazing District No. 3 (which was approved and published in the *Federal Register* under date of July 21, 1938). This Department was further advised that the proper safeguarding and propagation of the wildlife species could be adequately managed with facilities available in the Department of the Interior.

Feeling that the Bureau of Biological Survey has the primary responsibility on behalf of the Federal Government to develop and perpetuate the wildlife resources of the Nation, this Department, in a letter of April 12, 1938,[7] sought to reopen the question of establishing these areas as wildlife refuges. At the same time the Department offered to study the areas further for the purpose of eliminating any possible unnecessary tracts from the proposed refuges, should the Department of the Interior feel inclined to reconsider their establishment. No reply to this letter has been received.

There are attached for your further information copies of the correspondence between the Department of Agriculture and the Department of the Interior on this subject,[8] together with copies of the proposed Executive Orders for the establishment of the Cabeza Prieta and Kofa Bighorn Refuges; also copies of resolutions, informally brought to the attention of this Department, which were recently adopted by the Arizona Game Protective Association at its annual convention, October 1, 1938, and by a special "Big Horn" meeting of officials and interested citizens held at the State Capitol on October 3, 1938.[9]

This Department feels that the only satisfactory solution to this matter is the establishment of these areas as Bighorn Refuges under its administration in accordance with its recommendations of December 1937. The grazing within the revised boundaries of the proposed refuges is of so little consequence that it can well be handled under the regulations of this Department for the administration of National wildlife refuges. However, if you do not look with favor upon the proposition of turning these areas over to this Department for administration as straight refuges, then it is suggested that they be set up as "Game Ranges," as originally proposed, under the joint administration of the two Departments in accordance with the joint regulations adopted in February 1937, which appear in the special publication, S. R. A.—B. S. 86,[10] of the Biological Survey of this Department. The character of Executive Order covering the joint ranges is shown on page five of this publication.

If either of these suggestions meets with your approval and you so advise me, I shall be glad to prepare and submit for your further consideration drafts of appropriate Executive Orders in accordance with your decision.[11]

Respectfully,

[13:OF 378:TS]

[1]McIntyre's request for information (OF 378) was occasioned by Baker's letter to Roosevelt of Oct. 7, 1938, ante, 822.

[2]Tugwell to Ickes, April 23, 1936 (two letters), copies of which are enclosed with the letter here printed.

[3]Acting Secretary of Interior Walters to Wallace, enclosed.

[4]West to Wallace, enclosed.

[5]Acting Secretary of Agriculture Wilson to Ickes, Dec. 3, 1937, enclosed.

[6]Ickes to Wallace, enclosed.

[7]No letter of this date is with the enclosures. There is present a copy of a letter from Acting Secretary of Agriculture Gregg to Ickes, Aug. 12, 1938, on the subject in question.

[8]In addition to the letters cited above there are the following: Acting Secretary of Agriculture Wilson to Ickes, Dec. 14, 1936, and Wallace to Ickes, Jan. 25, 1937.

[9]Copies of the proposed executive orders are present; the resolutions are not.

[10]*Service and Regulatory Announcements of the Bureau of Biological Survey* (Washington, 1937).

[11]Wallace's letter, with its enclosures, was sent to Roosevelt to Ickes under cover of a memorandum, Nov. 14, 1938 (OF 378), reading, "For comment." See Ickes' reply, Dec. 15, 1938, *post*, 839.

831 MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT, TO JOHN H. BAKER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF AUDUBON SOCIETIES, New York City

[WASHINGTON] *November 15, 1938*

MY DEAR MR. BAKER: I am very sorry that we have been so long in replying to your letter of October seventh to the President, with reference to the proposed establishment of the Kofa and Cabeza Prieta Bighorn Refuges in Arizona.

I am informed that proposals to establish game refuges have met with some dissatisfaction in Arizona for the principal reason that the withdrawal of large blocks of public domain in that State would interfere with its program of reclamation and development and would greatly aggravate the situation already existing; namely, that two-thirds of the State's area is controlled by Federal bureaus and that less than one-fourth is subject to taxation.

Earlier in the year of 1937, the Interior Department suggested to the Secretary of Agriculture that in view of these protests further consideration be given to the proposed withdrawals with a view to eliminating from the proposal lands under reclamation withdrawals in connection with the Colorado River development and the Gila Valley project. Subsequently, certain non-livestock interests in Arizona arrived at the conclusion that the including of any of this territory within a game range would be detrimental to their interests, but they expressed themselves as being in favor of much smaller game areas than had been originally proposed.

This procedure, if followed, would, however, overlook the rights of livestock interests in the area. Further investigation by the Interior Department disclosed that the livestock interests were very eager to have the protection of a grazing district extended not only over the area now proposed as refuges but also over a much larger grazing area than was originally contemplated. Interviews with stockmen found sentiment in favor of bringing the lands under Federal administration, provided suitable protection was given to domestic livestock. Accordingly, an order establishing Arizona Grazing District No. 3, and embracing the lands under discussion, was signed by the Secretary on July 14, 1938.

Undoubtedly, large portions of this part of Arizona contain areas suitable to the welfare and protection of native bighorn and other wildlife species. On the whole, however, it would appear that the use of certain portions by wildlife is not in conflict with the interests of domestic livestock. The facilities of the Interior Department for the management of the area, both for the grazing of domestic livestock and game animals and for other uses such as mining, are adequate, and, under the Taylor Grazing Act, that Department is charged with the proper safeguarding and propagating of wildlife species inhabiting lands under its jurisdiction as well as with the preservation of the forage resources and the stabilization of the livestock industry.

The National Park Service maintains a wildlife division consisting of trained biologists and botanists whose services and advice on these matters are available to the Division of Grazing. The protection and welfare of native game species of the area are embodied in a plan that contemplates the cooperation of the Arizona Fish and Game Commission and the participation of that commission in the management of game, including all authority for establishing and collecting fees for harvesting surplus wildlife, if any, and its cooperation with the Interior Department in establishing as State game refuges such wildlife allotments as may be designated. In harmony with the program in this grazing district and of other districts, where necessary, I am informed that the Division of Grazing will request and be guided by the technical advice of the National Park Service of the Department of the Interior.

Sincerely yours,

[MARVIN H. MCINTYRE]

[13:OF 378:CT]

832 FREDERIC A. DELANO, ACTING CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *November 15, 1938*

MY DEAR MR. PRESIDENT: In accordance with your request of August 29, I am transmitting herewith a draft revision of the Barkley-Vinson water pollution bill, together with a summary of the salient points in a report on "Water Pollution in the United States" which now is in preparation by our Special Advisory Committee on Water Pollution.[1] The report, which presents a comprehensive picture of the status of water pollution, will not be ready for transmission to you until the middle of December.

Although the draft revision of the Barkley-Vinson Bill has been prepared by a special advisory committee on which all interested Federal agencies are represented, and although the advice of the Acting Director of the Budget has been obtained, it has not been possible within the time allowed to obtain review by all members of the National Resources Committee. Our Advisory Committee has approved the statement of principles to guide new

Federal legislation but has not passed upon the detailed sections of the bill. I therefore am submitting the bill to you informally, with the understanding that at a later time I shall transmit the report and the bill with the comments of the full Committee.

In the absence of Chairman Ickes, I am sending this letter so as to make this progress report available to you at the requested time.

Sincerely yours,

FREDERIC A. DELANO

[13:OF 1092:TS]

[1]The draft bill was sent by Roosevelt to Acting Director of the Budget Bell and was returned by Bell with his letter of Jan. 6, 1939, *post*, 845. The report was published; see *post*, 842.

833 ROOSEVELT TO GOVERNOR LLOYD C. STARK, Jefferson City, Missouri

[WASHINGTON] *November 17, 1938*

MY DEAR GOVERNOR STARK: I am glad to have your letter of October 28, commending the National Forest program as a hopeful medium of permanent aid to the distressed populations of the Ozarks.

Exactly similar problems confront us in every forest region of the country where the originally abundant timber resource has been stripped from the land with little or no concern as to social or economic stability, and the lumbering industry has moved on to virgin territory. Such problems are acutely present not only in the Ozarks but also in the northern lake states and in the south.

The climb back to a sound and permanent forest land economy is unavoidably both long and difficult. I completely agree that the rehabilitation of our forest people in place should go hand in hand with restoration of the physical forest resources.

It has happily been possible to give tremendous impetus to the National Forest program over the past six years. Since 1933 about $55,000,000 has been used to purchase more than 13,000,000 acres of forest lands in critical areas, place them under administration and initiate the work of restoration. This has meant an advance in this brief period nearly three times as great as was made in the 21 years following initiation of the National Forest purchase program in 1911.

Purchase will continue, though necessarily at a slower pace. On the lands acquired restoration of forest wealth and rehabilitation of the social structure will be pressed forward as steadily as our means permit. Not alone the work of the Forest Service, but the various other programs of the Department of Agriculture in soil conservation and rural rehabilitation should and will be brought to bear increasingly toward a successful combination in these regions of small-farm operation and cash-income-producing employment in the woods and small wood-using industries.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

JES:MLM 11/12/38[1]

[Notation: A] Copy of reply sent to Budget 11/17/38
[Notation: AS] DWB

[13:OF 149:CT]

[1]Drafted in the Budget Bureau, presumably by James E. Scott, an investigator.

834 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *Dec. 1, 1938*

MY DEAR MR. PRESIDENT: From past experience we have found that a note from you is most helpful in securing the cooperation of Federal bureaus and outside agencies in the work of our various subcommittees.

We are launching a new effort to stimulate and coordinate land planning, and have persuaded Dr. W. I. Myers, former Governor of the Farm Credit Administration, to serve as chairman of the Committee,[1] which is composed as follows:

Hon. Harry Slattery, Under Secretary, Department of the Interior

Hon. M. L. Wilson, Under Secretary, Department of Agriculture

Lee Muck, Director, Forestry Division, Office of Indian Affairs, Interior Department

Joel D. Wolfsohn, Assistant to the Commissioner, General Land Office, Interior Department

H. R. Tolley, Chief, Bureau of Agricultural Economics, Department of Agriculture

M. S. Eisenhower, Land Use Coordinator, Department of Agriculture

Carl L. Alsberg, Giannini Foundation, University of California

Charles C. Colby, University of Chicago, Chicago, Illinois

Philip H. Cornick, Institute of Public Administration, New York City

George S. Wehrwein, University of Wisconsin, Madison, Wisconsin

This committee has suggested a program of work involving decentralization of land planning, studies of basic data and techniques, a record of publicly owned land, and studies of fringe problems between city and country, crop land and forest, farm and range, etc.

It would be most encouraging and helpful to the work of the committee if you could see your way clear to approving a letter along the lines of the enclosed draft.[2]

Sincerely yours,

HAROLD L. ICKES

[13:OF 1092:TS]

[1]The Land Committee of the National Resources Committee.

[2]Sent as the letter printed below.

835 ROOSEVELT TO WILLIAM I. MYERS, CHAIRMAN, LAND COMMITTEE, NATIONAL RESOURCES COMMITTEE

WARM SPRINGS, GEORGIA, *December 3, 1938*

MY DEAR DR. MYERS: I am glad to hear that you have agreed to serve as chairman of the Land Committee of the National Resources Committee and that your committee proposes to make studies of some of the pressing land planning problems which need solution if we are to make the best use of our land resources.

The policy of the National Resources Committee to build from the ground up in all planning efforts will, I feel confident, provide your committee with strong support from local and State planning agencies, State Agricultural Advisory Councils, and other public and private organizations concerned with land planning.

Your committee can be helpful not only to the national administration but also to State and local governments through your projected study of publicly owned land, tax delinquency, and such other investigations as funds and the available services may permit. The problems of land use on the fringes of our cities and in the border zones between forest and farm, range and crop land can only be solved by joint effort of Federal, State, local and private agencies, such as those represented on your committee. From time to time, as may be appropriate, your committee, through the National Resources Committee, can help to coordinate plans and provide advice on current problems of land planning.

I am sure that you will have the hearty cooperation of all executive agencies of the Federal Government in your new work.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1092:CT]

[1]Drafted by the National Resources Committee.

836 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *December 10, 1938*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I have read Mr. Irving Brant's report on the enlargement of the Olympic National Park with great interest.[1]

I am disturbed, however, by three matters which I realize we cannot accomplish under the recent Olympic National Park Bill.

The first of these relates to the preservation of the Pacific shore line.

I should like to have legislation considered to accomplish this purpose.

Second, my authority does not extend to the acquisition of a strip down the length of the Bogachiel-Hoh Valleys or a strip down the Queets River Valley from the National Park to

the ocean. I think it is of the utmost importance that such strips be made a part of the Olympic National Park.

Third, I think we should have legislation for the preservation of all the remaining timber in the Quinault River Valley, and, indeed, most of the timber in the Quinault Indian Reservation. At the present time Indians can and do sell their timber to lumber interests, and I have personally seen what amounts to criminal devastation without replanting on the Reservation. It would be necessary, of course, in fairness to the Indians, to buy their lands for their actual stumpage value, leaving them, of course, enough cleared land for crops, etc.

I suggest that you work on these three proposals and talk with the two Congressmen and the two Senators as soon as they arrive.

F.D.R.

[Notation: A] Report on table in the President's office.

[13:OF 6—P:CT]

[1]*Report on the Enlargement of the Olympic National Park* (Manteo, N. C., 1938). Twelve copies were printed.

837 ROOSEVELT TO MONSON MORRIS, PRESIDENT, AIKEN COUNTY FOREST PROTECTIVE ASSOCIATION, Aiken, South Carolina

[WASHINGTON] *December 12, 1938*

DEAR MONSON: I, of course, regret that you could not get to Columbia as it would have been a real pleasure to see you.[1]

I am glad you were able to attend the hearing of the Joint Congressional Committee at Jacksonville and to contribute something to their information. I suggested the formulation of this Committee because of my very keen interest in the forest land problem. It is my hope that the Committee will give consideration to the national implication of this problem and its relationship to social as well as economic development.

I was keenly interested in the newspaper cliping that accompanied your letter, as well as the suggested draft of a bill to provide for the management, including forestation, of forest and submarginal land.[2] I was particularly interested in this because I have given a good deal of personal consideration to an identical proposal made by the Forest Service. Their proposal had two objectives: The first to get a maximum acreage under good forestry management with the recapture of a portion, if not all, of the public expenditures; and the second, the integration of reforestation and afforestation activities with efforts to relieve unemployment and the farmer in the marginal or submarginal class.

I objected to the initial proposal of the Forest Service because it did not distinguish in its plan between farm woodland and commercial forest lands belonging to large lumber companies. I quote from a communication I forwarded to the Secretary of Agriculture covering this specific point.

The plan mixes up wood-lot forestry with commercial forestry and that the two are very different problems is proved by the opinions of a generation of foresters and by the distinctions made in state laws between the two subjects. The enclosed plan is apparently meant to work the same way for both the individual farmer who is trying to make a living off anywhere from fifty to five hundred acres of land, and a lumber company which rarely operates on units of less than ten thousand acres—running from that acreage up to hundreds of thousands.

It seems to me that the treatment of the wood-lot problem should be looked at a good deal in the way we look at the problem of farm tenancy—spending a good deal more of government funds than we ever expect to get back. If this distinction is made publicly and with our eyes open, it amounts to a gift of government money in the form of labor, trees and supervision. On such a basis, if the Government only gets back $750 over a long period of years out of the $1,500 which it expends in behalf of the Ozark farmer, I have little objection.

It is my understanding that the Forest Service has revised its proposal and I am asking them to forward to you a modern version of their plan with suggested legislation. They indicate that they believe the adoption of some such plan would be one of the greatest steps forward in forest conservation we have taken since the creation of the National Forests. It is to be hoped the Joint Committee will give the proposal thorough consideration.

I appreciate very much the suggestion you have made.

Mrs. Roosevelt and I will both look forward with pleasure to seeing you in the near future.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 2637:CT]

[1]This is in reply to Morris' letter of Dec. 5, 1938 (PPF 2367).

[2]As described in the draft hill and in the clipping (from the Aiken, S. C., *Standard and Review* of Nov. 30, 1938), Morris' plan provided for the management by the Federal Government of private forest lands in the interest of improved timber production, watershed protection, erosion prevention and wildlife protection. Fifty per cent of the expense of such management would eventually be returned to the Government through the sale of forest products.

[3]Drafted by the Forest Service.

838 ROOSEVELT TO W. S. BROWN, DIRECTOR, STATE COOPERATIVE EXTENSION WORK IN AGRICULTURE AND HOME ECONOMICS, Athens, Georgia

[WASHINGTON] *December 13, 1938*

DEAR MR. BROWN: Thank you for your very kind letter of December tenth.[1] My farm at Warm Springs is hardly worthy of having experimental work done on it. I am maintaining it in effect in behalf of the Georgia Warm Springs Foundation and most of the land is used for fodder for the cattle. Most of the land also has been terraced in conjunction with the work of the county agent.

In all probability the whole of the top of Pine Mountain ought to be planted in long-leaf pine. There is bound to be continuing erosion if the top of the mountain is used for crop or orchard purposes.

I believe that the Extension Service of the State of Georgia, in cases like this, work primarily for replanting with trees rather than for soil improvement.

Down in the neighboring valley, on the other hand, as in the case of the Pine Mountain Valley Settlement in Harris County, the principal effort should be made to control soil erosion.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 5744:CT]

[1]Brown wrote that the Georgia Extension Service was of the opinion that because of the topography and location of the Roosevelt Georgia farm, "a conservation plan for control of soil erosion would have a wide influence in that area" (PPF 5774).

839 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Dec. 15, 1938*

MY DEAR MR. PRESIDENT: I have received your memorandum of November 141 requesting my comment on the memorandum of November 10 of the Secretary of Agriculture relating to the establishing of the Cabeza Prieta and Kofa Bighorn Refuges in the State of Arizona.

In referring to the correspondence between the Department of Agriculture and this Department concerning these matters, the Secretary of Agriculture failed to mention the letter of the Acting Secretary of the Interior dated August 20, 1937. This letter made reference to the letter of August 7, 1937, referred to by the Secretary of Agriculture, and suggested that further consideration be given the proposed withdrawals with a view to eliminating from the Executive order particular areas the inclusion of which had caused serious objection on the part of certain interests in the State of Arizona. No reply to this letter has been received. This is the principal reason that the plans for the establishment of game ranges failed to materialize.

Thereafter, by the letters of December 3 and 6, 1937, the Department of Agriculture renewed its requests for the establishment of the Cabeza Prieta and Kofa Bighorn Refuges, but for somewhat reduced areas. As stated in my letter to the Secretary of Agriculture on July 14, 1938, a copy of which is attached with the record, these proposals excluded entirely the interests of the livestock users in the areas. Considerable sentiment developed locally, particularly among the livestock interests, opposing the establishment of the game refuges, and favoring the administration of the areas with provision for the grazing of domestic animals in certain areas. I am convinced that the Taylor Grazing Act provides a type of administration whereby all of the various resources in these areas can be protected adequately. Under such an administration, the conservation of wildlife can be taken care of adequately, and consideration may also be given to grazing and mining. The Secretary of Agriculture has stated that the Biological Survey is willing to regulate grazing and to permit mining if the refuges are established, but this would constitute merely the taking over of functions which have long been assigned to this Department.

The facilities of the Department of the Interior for the management of areas of the type under consideration for the grazing of both game animals and domestic livestock, as well as for other purposes, are adequate and available to undertake the job immediately.

I have already taken up the matter of cooperation with the Arizona Fish and Game Commission asking its assistance in making suitable provision for wildlife under section 9 of the Taylor Grazing Act. I have been advised by the chairman of the commission that the commission would be glad to consider such a proposal and that it would be taken up at a meeting early in December.

This Department has frequently acceded to requests of the Department of Agriculture for large areas of public land for various purposes. That does not mean, however, that all requests should be or can be complied with. The requests are so numerous and sometimes so unreasonable that were they granted in every instance in their entirety, there would soon be little public land remaining for the purposes for which it is now being used and conserved under the present public land laws. For example, the original request in this instance was for 3,400,000 acres of land.

The resolutions adopted by the Arizona Game Protective Association, a copy of which is attached to the memorandum of the Secretary of Agriculture, call for comment. In those resolutions, it is stated that were the areas turned over to the Biological Survey adequate provision would be made for grazing livestock which would not interfere with the primary purposes of the refuges and that 25 percent of all grazing fees collected for the grazing of livestock would go to the county or counties in which the refuges are located, the inference being that under grazing district administration these benefits will be lost to the local people. This, of course, is not true. Under grazing district administration as provided in the Taylor Grazing Act, 50 percent of all moneys collected is returned to the State to be expended as the legislature may direct for the benefit of the county or counties in which the district is located, and 25 percent of all fees collected when appropriated by Congress is made available to the Division of Grazing of this Department for the purchase and maintenance of range improvements. Furthermore, there is apparently no provision of law under which any part of the fees that might be collected by the Biological Survey for grazing on the proposed refuges could be returned to the county or counties in which the refuges were located.

In establishing Arizona Grazing District No. 3, I am confident that I was carrying out the provisions of the Taylor Grazing Act and fulfilling its conservation objectives, thereby protecting all interests whether they be Federal, State, or those of organizations or individuals.

Attached are a map showing the location of Arizona Grazing District No. 3, a copy of the Taylor Grazing Act as amended, and a copy of the letter of the Acting Secretary of the Interior of August 20, 1937.

The memorandum of November 10 of the Secretary of Agriculture is returned herewith.

Sincerely yours,

HAROLD L. ICKES

[13:OF 378:TS]

[1](OF 378.) The letters mentioned below are enclosed with the one here printed, except those of Dec. 3 and 6, 1937, which were enclosed with Wallace's letter to Roosevelt of Nov. 10, 1938, *ante,* 830.

840 REPRESENTATIVE BRENT SPENCE OF KENTUCKY TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

NEWPORT, KENTUCKY, *December 16, 1938*

DEAR MC: When I took advantage of your very kind invitation to accompany the President on his train when he was in my District and spoke at Latonia,[1] I talked with him about the problem that is probably of more interest to the people of the District I represent than any other legislative matter, viz: the elimination of stream pollution.

As you know the Ohio River is locked and dammed and in the summer time instead of a flowing stream we have a series of stagnant pools from which emanate foul odors. Into the pool, which extends from Coney Island about eight miles above Cincinnati to the Fernbank Dam about four miles below Cincinnati, flows the industrial waste and domestic sewage of 800,000 people and out of it comes our water supply.

We were all greatly interested in the enactment into law of the Barkley-Vinson Bill. The President told me he was also deeply interested in this matter but he informed me he vetoed the Bill because it did not conform to the ordinary budgetary requirements, and said he would approve a bill that would not contain the objectionable features of the other Bill.

It is my opinion the President's position is entirely meritorious. Those interested have jointly prepared the enclosed bill.[2] I trust it eliminates the features to which the President did not give his approval. However, if the President has any objection to this bill or he feels there should be any change made I would like to have his ideas and will certainly make the bill conform to his views.

If it is not too much trouble and if you think we can do so with propriety I wish you would submit the enclosed bill to the President.

While I am of the opinion the people I represent have a more vital interest in this matter than any others because of the peculiarly bad conditions that exist in the Ohio River at this point, the great majority of the people of Kentucky are deeply interested in it and it is also a matter of major national importance.

The City of Cincinnati, by reason of its large population and great financial ability, is able to construct filtration and chlorination plants to meet to a certain extent the situation but many of the cities on the Kentucky side of the river are small without great resources and are unable to give the river water the proper treatment, consequently it presents greater difficulties to the smaller towns than to the larger ones.

If you can give me the information requested as soon as possible, I assure you it will be greatly appreciated.[3]

With kindest regards and all good wishes, I am,

Sincerely yours,

BRENT SPENCE

[13:OF 114—A:TS]

[1]July 8, 1938, while en route to the Pacific Coast.

[2]"To create a Division of Water Pollution Control in the United States Public Health Service . . ." This is a draft of the hill introduced by Spence as H. R. 922 on Jan. 3, 1939, companion bill of S. 685, introduced by Senator Barkley on Jan. 16, 1939.

[3]An attached memorandum, Roosevelt to McIntyre, Dec. 21, 1938, reads, "Tell him I want to see him after the fifth of January about water pollution." See *post*, 845.

841 ERNEST C. OBERHOLTZER, EXECUTIVE SECRETARY, QUETICO-SUPERIOR COMMITTEE, TO ROOSEVELT

WASHINGTON, D. C., *December 21, 1938*

MY DEAR MR. PRESIDENT: The Quetico-Superior Committee, created by Executive Order in June, 1934, has now served for four and one-half years. It is the duty of the five members to facilitate early attainment of a vast wilderness sanctuary along the Border between Ontario and Minnesota.

Aside from its broader social aspects, the project will realize two of the main objectives of the present Administration—conservation of natural resources and closer relations with Canada. It has already gone far toward achievement. On October 13, the State Department addressed an inquiry through the Legation in Ottawa as to the disposition of the Canadians, thus initiating the final stage.

At this point Premier Hepburn of Ottawa enters the picture, as he does in the St. Lawrence Treaty. All the resources that are involved on the Canadian side belong to the Province of Ontario. Therefore, the consent of the Province is primary. The next step would be for the Province to enter into a contract with the Dominion, binding itself to fulfil the principles of the treaty.

Though no one can yet predict what Premier Hepburn's reactions will be, there are reasons to believe that his support can be won. His Minister of Lands and Forests, in a private discussion, has recently declared himself very favorable to the proposal. A reply should be received about the middle of January.

In addition to the uncertainty as to the Canadian reaction, the Quetico-Superior Committee is faced by one other serious difficulty. The Minnesota portion of the area is not yet sufficiently under Federal control to enable the Government to fulfill its portion of the proposed treaty. In July 1930, Congress passed the Shipstead-Nolan Act, which designates the area and forbids further exploitation of lakes and streams. The Act, however, is operative only to the extent that the Government owns adjacent lands. Eight and one-half years have passed and yet the Act has never been implemented by the necessary appropriation for the purchase of lands. A minimum fund of a million and a quarter dollars is urgently needed. This amount would not only insure sufficient control to prevent further serious desecration of the area but would go far toward persuading the Canadians of the seriousness of American intentions.

The project is not without opponents—some of the most powerful lumber and power interests in the country. Their misrepresentations and obstruction have hampered the Committee from the beginning. These interests resent public planning for the area and view a comprehensive forestry program of the character proposed, with commercial values yielding wherever intangible values are of greater public importance, as an unwarranted bar to private plans for exploitation.

The Committee feels that your first-hand knowledge of the problem at this time is vital to further progress and for the first time seeks a brief personal discussion. The Committee is naturally not in the best position to deal with the delicate Canadian problem. It also hesitates to introduce a bill to authorize a special appropriation of the necessary funds without knowing your attitude. If, either at a press conference or in some address, you would say a few words in support of the program, you would do more, we believe, than any other influence to resolve the difficulties on both sides.

Sincerely yours,

ERNEST C. OBERHOLTZER

[13:OF 1119:CT]

842 ABEL WOLMAN, CHAIRMAN, WATER RESOURCES COMMITTEE TO FREDERIC A. DELANO, VICE CHAIRMAN, NATIONAL RESOURCES COMMITTEE

WASHINGTON, *December 22, 1938*

MY DEAR MR. DELANO: A constructive Federal policy for the abatement of water pollution is a social necessity. Such a policy is now lacking. It should be formulated promptly so that the great progress of the past six years under the public works and work relief programs in reducing objectionable pollution may continue undiminished.

The basic facts on which a judicial consideration of policy must rest are summarized in the report on "Water pollution in the United States," which we transmit herewith.[1] The report was prepared at the request of the President by our Special Advisory Committee on Water Pollution, a group representative of Federal and non-Federal agencies prominently concerned with water pollution. That committee reviewed its earlier reports,[2] collected and analyzed much new material, especially material relating to industrial waste, and consulted with many technicians having an interest in water pollution from the standpoint of public health, wildlife conservation, or industry. The resulting document is the first relatively complete statement of the status of water pollution in the United States and of suitable means of correcting the present unsatisfactory conditions. It recommends appropriate remedial action by the State and Federal governments.

We concur in the findings and recommendations of the Special Advisory Committee. In so doing, we call particular attention to the need for integrating the recommended abatement programs with drainage basin plans for the effective control and efficient use of water for all beneficial purposes.

We call attention also to the fact that the characteristics of surface waters are considered in this report only from the standpoint of deleterious pollution and its abatement. For the most part the transportation by streams of products of erosion, the siltation of water channels, and the like, did not come within the scope of the report.

Respectfully submitted,

ABEL WOLMAN, Chairman . . .[3]

[13:OF 1092:T]

[1]The report here enclosed was a mimeographed copy; this was submitted to Roosevelt by the National Resources Committee on Jan. 25, 1939 *(post,* 854), and by him sent to the Congress with his message of Feb. 15, 1939 *(post,* 868). There it was ordered printed as *Water Pollution in the United States. Third Report of the Special Advisory Committee on Water Pollution. Message from the President of the United States Transmitting a Report on Water Pollution in the United States,* 76th Cong., 1st sess., H. Doc. 155 (Washington, 1939).

[2]*Report on Water Pollution by the Special Advisory Committee on Water Pollution, July 1935* (Washington, 1935); *Second Report on Water Pollution . . . February 1937* (Washington, 1937).

[3](This was also signed by the other eleven members of the committee.) The report was vigorously denounced by the Izaak Walton League as "an amazing document of half truths much more sympathetic toward the problems of industrial polluters than toward the inherent right of the public to pure streams" ("An Analysis of House Document 155, Water Pollution in the United States," undated news release, Izaak Walton League of America). The league denied the major premises of the Wolman report: that the discharge of untreated or partially treated wastes into

streams (short of endangering public health) was a proper use of streams; that the cost to industry of treating industrial wastes was a public problem of greater public concern than the pollution of public waters; that the responsibility for devising pollution treatment techniques lay on the Government rather than on polluting industries; that pollution could be controlled satisfactorily by state agencies and interstate compacts; and that satisfactory progress was being made.

843 SENATOR CARL HAYDEN OF ARIZONA TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

[WASHINGTON] *January 5, 1939*

MY DEAR MARVIN: I thank you for your note of December 28, transmitting the digests of reports by the National Resources Committee.[1] I thoroughly concur in what I heard the President say yesterday respecting the desirability of creating a permanent organization to carry on the work of that Committee and I am enclosing herewith copies of a bill which I have introduced to accomplish that purpose.[2]

Yours very sincerely,

CARL HAYDEN

[13:OF 1092:TS]

[1]OF 1092.

[2]In his annual message to Congress of Jan. 4, 1939, Roosevelt said: "To guard against opportunist appropriations, I have on several occasions addressed the Congress on the importance of permanent long-range planning. I hope, therefore, that following my recommendation of last year, a permanent agency will be set up and authorized to report on the urgency and desirability of the various types of government investment" (Rosenman, ed., *Public Papers,* VIII, 11). Hayden introduced his bill on January 4 but it was not reported from committee *(Cong. Rec.,* 76th Cong., 1st sess., 84:1, 64). Two copies of the bill are present, "S. 19, A Bill to establish a National Resources Board."

844 ROBERT FECHNER, DIRECTOR, CIVILIAN CONSERVATION CORPS, TO ROOSEVELT

WASHINGTON, D. C., *January 6, 1939*

DEAR MR. PRESIDENT: You will recall my letter of June 6, 1938 which you approved on October 14, 1938. I attach copy for your ready reference.

If it meets with your approval I would like very much to have a conference with you and the four Cabinet Secretaries whose Departments participate in the work of the Civilian Conservation Corps. I think it would be desirable to inform the Secretaries of the amendments to the present Civilian Conservation Corps legislation which, with your approval, will be submitted to Congress at an early date.

I would also like to discuss the desirability of having the federal agencies benefiting by the work of the CCC camps plan a program for the proper maintenance of this work. We have reached a point in our work on national parks and national forests where the tremendous amount of work already done cannot or is not being properly maintained by the regular personnel and funds of the National Park Service and the United States Forest Service. This makes it necessary for the Civilian Conservation Corps to expend a substantial part of its funds and personnel on this maintenance work. It is my understanding that you did not desire

to have a condition of this kind develop.

I would also like to discuss with you and the Secretaries the problem of sending CCC companies from Eastern states to far Western states. There is constantly increasing pressure from state officials in the East and South to have all enrollees originating in those states retained there for work projects authorized under the law.

I also feel that there should be a clearer understanding of the responsibility of the Director to decide disciplinary cases in such unfortunate instances as the recent fatal forest fire in Pennsylvania in which eight enrollees were burned to death.

There may be other points that would be worthwhile to discuss. In almost six years I have never met the Secretaries jointly and have very seldom met any Secretary individually to discuss the affairs or the policy of the Corps. I am glad to state that the representatives appointed by the Secretaries to serve on my Advisory Council have rendered most excellent service and have given me splendid cooperation. I feel, however, that at least occasionally it would be worthwhile for me to meet with you and the Secretaries personally.

Sincerely yours,

ROBT. FECHNER

[Notation: A] Mac Arrange this conference some afternoon at two o'clock after Thurs. of this week. F.D.R. 1/9[1]

[13:OF 268:TS]

[1]On January 16 Roosevelt conferred with Fechner, Ickes, Perkins, Wallace and Woodring (PPF I—O).

845 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *Jan. 6, 1939*

MEMORANDUM FOR THE PRESIDENT: Your memorandum of November 18, 1938 transmitted to me the letter of November 15, 1938 addressed to you by Acting Chairman Delano of the National Resources Committee, together with a draft of a bill to establish in the Public Health Service a Division of Water Pollution Control and for other purposes, and a summary of a report of the Resources Committee on "Water Pollution in the United States."[1] In returning these papers to you I have indicated in red on the draft of bill certain revisions which, after conferring with Mr. Abel Wolman of the Water Resources Committee of the National Resources Committee, I think should be embodied in the bill. These suggested revisions do not affect adversely its basic purposes and are for the purpose partly of eliminating more or less objectionable features in the bill that was vetoed last year and partly for the purpose of perfecting the structure of the bill.

The draft as amended establishes a Division of Water Pollution Control in the Public Health Service, Treasury Department; establishes an advisory board consisting of 5 members from the Federal service and 5 members outside the service; provides for Federal aid in the form of grants-in-aid to States, municipalities, or other public bodies of not to exceed 30% of the cost of the project; provides for loans to States, etc., 5 for a period of not to exceed 30 years with interest at 4%; provides for loans on a ten year basis with interest at 5% to persons, firms and corporations for construction of treatment works; requires the division to submit lists of

projects to the Secretary of the Treasury, through the Surgeon General, subject to review by the National Resources Committee or other agency designated by the President; provides for the inclusion in the Budget of estimates of appropriation for grants-in-aid and loans in an amount of not to exceed $50,000,000 annually; authorizes the annual appropriation of necessary funds for administrative expenses and also authorizes an appropriation of $700,000 a year for ten years for the purpose of assisting the several States in the promotion, investigation, surveys and studies necessary in the prevention of water pollution, to be conducted by or under the direction of the respective state health authorities.

The bill also provides for the appointment of ten additional sanitary engineer officers in the regular corps of the Public Health Service, for the calling to active duty of 10 reserve engineer officers, and for the detail of employees from other Federal departments and agencies.

While I have not eliminated in my revision of the draft the section (Sec. 8) authorizing the appropriation of $700,000 for expenditure by the States for surveys, studies, etc., I question the appropriateness of including this section in the bill. It seems to me that the States should make provision for these surveys and studies out of their own funds.

If you are willing to approve the draft of bill, as revised in red, and will indicate whether or not Section 8 should be retained therein, I will be glad to prepare a letter for your signature addressed to Acting Chairman Delano advising him of the relation of the proposed legislation to your program.[2]

D. W. BELL

[13:OF 1092:TS]

[1]No copy of the November 18 memorandum is present. The draft bill, a twenty-seven-page typescript, is entitled: "An Act to provide Federal aid to states in the control of water pollution, to create a Division of Water Pollution Control in the United States Public Health Service, and for other purposes." It is dated Nov. 12, 1938, and is marked "Fourth Draft." This was introduced as the Barkley-Spence bill.

[2]An attached memorandum, Mcintyre to Delano, Jan. 7, 1939, reads: "Attached is self-explanatory. The President asked me to refer it over to you for consideration of Mr. Bell's memorandum." See below.

846 FREDERIC A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *January 10, 1939*

MY DEAR MR. PRESIDENT: I am returning Mr. Bell's memorandum of January 6, 1939, concerning the draft of a bill to establish a Division of Water Pollution Control in the Public Health Service which was referred to me for comment on January 7.

The revisions to which Mr. Bell refers are in harmony with the recommendations of our Water Resources Committee for a Federal pollution-abatement policy, and they improve the draft bill notably. Our Advisory Committee concurs in them.

Mr. Bell questions the desirability of the authorization (in Section 8) of annual appropriation of funds to be allocated among the States for investigations of water pollution and pollution abatement. In our opinion, such aid is a basic element in a sound Federal policy in this field. State and local agencies already are making substantial expenditures for investigations of the desired type, but their work should be expanded in order to provide a firmer and broader

basis for planning and constructing pollution-abatement works, and for State enforcement activities. Expansion of studies in that field is needed urgently. From the Federal standpoint it would be of great value in building up a reservoir of meritorious public works projects and in providing essential data for comprehensive drainage basin plans.

Since most pollution problems are local in character they may be studied best by State agencies in cooperation with local and private agencies. However, the lack of adequate studies already has given rise to regrettable efforts to shift complete responsibility for such studies to the Federal Government. The Ohio Basin pollution study, now being made by the Public Health Service and Corps of Engineers at a cost of $500,000 under authority of the Rivers and Harbors Act of 1937, sets a precedent for numerous other Federal authorizations for similar work, wholly at Federal expense, if the State activities are not enlarged. Experience under the Social Security Act has demonstrated the stimulating effect which Federal allocations of the type proposed in Section 8 of the draft bill would have on the activities of state health authorities and related agencies. The proposed appropriation of $700,000 seems reasonable in amount, but we are not so much concerned with the exact amount as we are with the principle involved.

For all these reasons, our Advisory Committee recommends strongly in favor of retaining Section 8 in the draft bill.[1]

Sincerely yours,

FREDERIC A. DELANO

[13:OF 1092:TS]

[1]A copy of this letter was sent by Roosevelt to Acting Budget Director Bell under cover of a memorandum of Jan. 13, 1939 (OF 1092): "I think we are together on this now. Please prepare the necessary letter or letters, in accordance with your memorandum and Mr. Delano's." See Roosevelt's reply, *post*, 851.

847 MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT, TO ROOSEVELT

WASHINGTON, *1/10/39*

MEMORANDUM FOR THE PRESIDENT: Senator Bankhead called. Said that he wanted to call your attention to the fact that a Committee appointed under a Joint Resolution last Congress to make a complete study and a report on the whole Forestry problem, never functioned.[1]

McAdoo was Chairman and Pope was on the Committee.

Said that at a meeting yesterday he was elected Chairman and Fulmer Vice-Chairman and the Committee instructed them to arrange to talk to the President and find out if he wanted Congress to grant an extension beyond April so that the matter could be handled correctly.

I told him I thought you could see them the first of the week.

MHM

[Notation: A: LEHAND] Mac I'll see him the first of the week.[2]

[13:OF 149:T]

[1]Senate Concurrent Resolution 31, passed June 14, 1938 (52 *Stat.* 1452), provided for a committee of five senators and five members of the House to investigate the condition, ownership and management of the forest land of the United States "as it affects a balanced timber budget, watershed protection, and flood control and the other commodities and social and economic benefits which may be derived from such lands."

[2]Bankhead and Secretary of Agriculture Wallace saw Roosevelt on January 18 (PPF I—O).

848 HAROLD L. ICKES, CHAIRMAN, NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *Jan. 14, 1939*

MY DEAR MR. PRESIDENT: Following your inquiry of December 22 concerning Senator Donahey's interest in an Ohio Basin Planning Commission,[1] our Advisory Committee has reviewed the many organizations and efforts now engaged in planning work for the Ohio Valley. These efforts include:

1. The Ohio Valley Regional Planning Commission, composed of the chairmen of State Planning Boards in the area.

2. The Ohio Valley Water Sanitation Compact Commission, which has recently negotiated an interstate compact for abatement of pollution.

3. Special Pollution Committee, authorized by the Rivers & Harbors Act of 1937, for which you designated membership composed of Major General Julian L. Schley, Surgeon General Thomas Parran, and Mr. Abel Wolman of our Water Resources Committee.

4. A series of Drainage Basin Committees, organized by the National Resources Committee for cooperative study of water programs by local representation of Federal agencies and representatives of State and local interests.

5. The Ohio-Lower Mississippi Flood Control Subcommittee, set up at your request a year ago by our Water Resources Committee, which has made a series of studies and reports on flood control projects with special reference to their effect on the lower valley.

6. "INCOHIO," meaning Interstate Committee on the Ohio, organized by the Council of State Governments from the representatives of Commissions on Interstate Cooperation set up by the legislatures of the several States. At the last meeting of INCOHIO, on November 21, 1938, they proposed the organization of a joint "Planning Committee."

Our Advisory Committee suggests that this situation be brought to the attention of Senator Donahey and that effort be made through negotiation with all concerned to establish a simplified organization for planning work based on the experience and programs of regional offices of the National Resources Committee.

If this proposal meets with your approval, the Advisory Committee will be glad to take the matter up with Senator Donahey and arrange the proposed negotiations among all the organizations now active in planning for the Ohio Basin.

Sincerely yours,

HAROLD L. ICKES

[13:OF 1092:TS]

[1]In a letter of Dec. 21, 1938 (OF 1092), Donahey told Roosevelt that the latter's proposal for a study of flood control and water conservation in the Ohio Valley was "splendid" and would meet with unanimous approval. This proposal was apparently made at a White House meeting on Dec. 12, 1938 (PPF I—O). Roosevelt sent Donahey's letter to the National Resources Committee with a note (Dec. 22, 1938, OF 1092) reading: "I think that Senator Donahey would go along with a plan for an Ohio Basin Planning Commission of some kind. What do you think?"

849 ROOSEVELT TO HARCOURT A. MORGAN, CHAIRMAN, BOARD OF DIRECTORS, TENNESSEE VALLEY AUTHORITY, Knoxville

[WASHINGTON] *January 16, 1939*

MY DEAR MR. MORGAN: I am glad to have your letter of December 23 and the accompanying statement of the forest fire situation in the Tennessee Valley.[1]

You know, I am sure, that my active interest in the restoration, protection, and wise use of our forest resources long antedates my first term as President. It has happily been possible to give tremendous impetus to public action along these lines over the past six years. Through the National Forest purchase program more than 13,000,000 acres of forest lands in critical areas have been brought into Federal ownership, placed under sound administration, and pointed toward renewed productivity. Through the Civilian Conservation Corps and other work-relief agencies forest land protection and improvement have made great strides forward, and we have seen on a nation-wide scale a real public awakening to the opportunities for national wealth and social welfare which our forest lands afford.

Much remains to be done. The inadequate status of forest fire control, as you find it in the Tennessee Valley, is found also in other important forest regions. We are still exploiting our forest lands and denuding forest watersheds.

These and other facts impelled me to recommend to the Congress in a special message dated March 14, 1938, study by a joint committee of the entire forest-land problem of the United States. In my suggested agenda for such a committee, the adequacy and effectiveness of present activities in forest protection were given first priority.

Congress moved promptly to appoint this committee, known as the "Joint Committee on Forestry" and composed of five Senators and five Members of the House of Representatives. The committee is to report its findings not later than April 1, 1939. Several public hearings have been held in various sections of the country, and I assume that the results of the study will soon be available.

In view of the comprehensive action thus initiated and under way, I do not feel that I should inject at this time a special recommendation to the Congress dealing with a single phase of this many-sided problem. I understand that through a recent hearing in the South, conditions in that section have been described to the committee, but any additional representations which you might care to submit would doubtless be welcomed and carefully considered.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

JES/MLS 1/16/39[2]

[Notation: AS] DWB

[13:OF 42:CT]

[1]Morgan pointed out that the major problem in forest fire protection was on private lands and urged greater protection through an increase of Clarke-McNary Act funds. The enclosure is a nine-page typescript, "Statement of Forest Fire Situation in the Tennessee Valley. Prepared by Tennessee Valley Authority, Forestry Relations Department, December 1, 1938" (OF 402).

[2]Drafted in the Budget Bureau, presumably by James E. Scott, an investigator.

850 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *January 16, 1939*

DEAR MR. PRESIDENT: Last Friday you spoke of having heard the statement that the Forest Service was sponsoring a meeting at Sacramento today to protest the proposed creation of the Kings River Canyon National Park. I find that the meeting in question is one called by a committee of the Senate of the California Legislature to discuss a resolution introduced into that body by several State Senators memorializing the President and Congress against the creation of the park. The Regional Forester of the Forest Service at San Francisco was invited to be present or represented. I assume that others also have been asked to be present.

I am told that your instructions to the Forest Service to refrain from public opposition to the proposed park have been conveyed to the Regional Forester at San Francisco, and I have no reason to believe that they are being violated. Of course, you know, however, that for many years there has been widespread opposition to this movement, and the Forest Service is bound to be asked for facts and opinions which it cannot appropriately avoid supplying.[1]

Sincerely yours,

H. A. WALLACE

[13:OF 6—P:TS]

[1]On Jan. 21, 1939, Ickes wrote to Roosevelt (OF 6—P) that at this meeting the regional forester had opposed the establishment of the park. Roosevelt referred to this in a memorandum to Wallace and Silcox on Jan. 24, 1939 (OF 6—P), asking, "How long are the orders of the President, the Secretary of Agriculture and the Chief Forester to be disobeyed?"

851 ROOSEVELT TO FREDERIC A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE

[WASHINGTON] *January 17, 1939*

MY DEAR MR. DELANO: I have your letter of January 10, 1939, with further reference to the draft of bill to establish a Division of Water Pollution Control in the Public Health Service. The corrected draft of bill which was referred to you with Mr. Bell's memorandum of January 6, 1939, is returned herewith, and you are advised that there would be no objection to its presentation to Congress.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

WEM:MLM 1/16/39
[Notation: AS] DWB

[13:OF 1092:CT]

[1]Drafted in the Budget Bureau, presumably by William E. Mattingly, an investigator.

852 ROOSEVELT TO SENATOR VIC DONAHEY OF OHIO

[WASHINGTON] *January 18, 1939*

DEAR VIC: I am enclosing a very interesting letter from the National Resources Committee relating to Ohio Basin Planning.[1] I shall be glad to talk with you about this at your convenience.[2]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 1092:CT]

[1]*Ante,* 848.

[2]Donahey replied Jan. 19, 1939 (OF 1092), that he felt something could be done "along the lines of coordinating all of the present Federal agencies without destroying states rights."

853 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *January 25, 1939*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: During the Hoover Administration an attempt was made by certain large timber interests to get the cutting rights on Admiralty Island, Alaska. It is my recollection that you and I blocked this early in the Administration—partly because it looked like a bad bargain and partly because Admiralty Island has a wonderful growth of virgin timber and a wonderful growth of very large bears on it.

Would you be good enough to let me know the situation today? Is there any thought of selling timber? If we decide that it should be preserved as a permanent wildlife virgin forest tract, how can we make such a status permanent?[1]

F.D.R.

[13:OF 378:CT]

[1]Answered *post,* 869.

854 THE NATIONAL RESOURCES COMMITTEE TO ROOSEVELT

WASHINGTON, *Jan. 25, 1939*

MY DEAR MR. PRESIDENT: We transmit herewith a comprehensive statement on the

status of water pollution in the United States and on the technical, financial and administrative problems involved in water pollution abatement.

The report, prepared by the Special Advisory Committee on Water Pollution and approved by our Water Resources Committee, contains a revision and extension of material presented in the reports of March 22, 1937 and September 30, 1935, together with new analysis of the cost of a national pollution-abatement program.[1]

We are in agreement with the general recommendations of the Committee that new Federal legislation should provide for Federal financial and technical assistance in pollution-abatement and that construction activities for which financial aid is given should be planned as an integral part of a general public works program, and should be correlated with other activities affecting water use and control in the drainage basins concerned.

Sincerely yours,

[13:OF 1092:TS]

HAROLD L. ICKES, Secretary of the Interior, Chairman
HARRY H. WOODRING, Secretary of War
H. A. WALLACE, Secretary of Agriculture
HARRY L. HOPKINS, Secretary of Commerce
FRANCES PERKINS, Secretary of Labor
F. C. HARRINGTON, Works Progress Administrator
FREDERIC A. DELANO
CHARLES E. MERRIAM
HENRY S. DENNISON
BEARDSLEY RUML

[1] *Water Pollution in the United States. Third Report of the Special Advisory Committee on Water Pollution* (Washington, 1939).

855 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *January 26, 1939*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I enclose copy of letter from the Secretary of Agriculture. I think well of the idea. What do you think?

F.D.R.

[13:OF 6—P:CT]

856 *[Enclosure]* HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *January 18, 1939*

DEAR MR. PRESIDENT: Each year proposals are made for the creation of new national parks or extension of existing park boundaries which involve national forest land. Oftener than not these proposals raise honest differences of opinion, both on the part of the public and between the Department of the Interior and this Department. Sometimes these differences have resulted in controversies which, I am sure, are embarrassing to you and which we would all like to avoid. Furthermore, these controversies may easily becloud the fundamental considerations on which decisions should be based.

Neither the Forest Service nor I wish to give any appearance of obstructing the proper development of the national park system. On the other hand, proposals to remove from economic use large areas of land which contain substantial values other than recreation obviously need thoughtful consideration. Likewise, there are genuine questions concerning

the form and agency of administration best suited for different types of land possessing recreational value.

I would like to suggest that an impartial committee be created, composed of people in no way associated with either the Department of the Interior or this Department. Such a committee might consist of four members appointed by you, of whom two would be selected from nominees proposed by the Secretary of the Interior and an equal number from nominees proposed by myself. The members thus appointed might then agree upon a fifth man for chairman.

Within a reasonable period the Park Service would submit to this committee a list of all national forest areas which it feels should be established as national parks or national monuments, while the Forest Service would submit a list of converse proposals. The committee could then investigate each proposal on the ground, considering among other things the economic, social, and aesthetic factors and the local sentiment. From this investigation it would be possible to reach an impartial conclusion much more basically sound than any derived from present procedures. The Department of Agriculture would be willing to accept the findings of such a committee and thus do our part to avoid laying embarrassing controversial matters on your desk.[1]

Sincerely,

H. A. WALLACE

[13:OF 6—P:TS]

[1]No comment by Ickes on Wallace's suggestion has been found in the Roosevelt papers.

857 ROOSEVELT TO GOVERNOR CLARENCE D. MARTIN, Olympia, Washington

WASHINGTON, *January 26, 1939*

MY DEAR GOVERNOR MARTIN: I have received your letter of January 5 concerning the Olympic National Park.[1]

Since the studies being conducted at my direction are nearing completion, I believe it would be inadvisable to involve the National Resources Committee in this problem.

In accordance with the provisions of the Act establishing the Park, I shall, upon completion of those studies, set a date to consider here in Washington the findings and recommendations of the State of Washington, the Department of the Interior, and the Department of Agriculture, and I shall notify you when that date has been determined.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]Martin urged that the question of the future size of the Olympic National Park be given to the National Resources Committee for study (OF 6—P).

[2]This letter was drafted by the Interior Department and approved by the Agriculture Department (Wallace to Roosevelt, Jan. 25, 1939, OF 6—P).

858 ROOSEVELT TO R. K. WICKSTRUM, PRESIDENT, ARIZONA GAME PROTECTIVE ASSOCIATION, Phoenix

WASHINGTON, *January 26, 1939*

MY DEAR MR. WICKSTRUM: I have received your telegram of January 8, urging the establishment of the Kofa and Cabeza Prieta Game Ranges under the administration of the Bureau of Biological Survey, Department of Agriculture.[1]

The administration of these areas has been given careful consideration and I believe the Executive Order, which I have just signed, will solve the problem. This order sets up a limited game range within the grazing district and protects the interests of prospectors as well as those of the stockmen, while at the same time taking care of the matter of the preservation of the Big Horn sheep.[2]

Very sincerely,

[FRANKLIN D. ROOSEVELT]

[Notation: STAMPED] (Sgd) Burlew (Sgd) Ickes
[13:OF 378:CT]

[1]Wickstrum urged Roosevelt to give the preservation of the big horn sheep his first consideration (OF 378).

[2](Drafted by the Interior Department.) Cabeza Prieta and Kofa Game Ranges were established by Executive Orders 8038 and 8039, both signed Jan. 25, 1939.

859 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *January 26, 1939*

MY DEAR MR. PRESIDENT: Last Tuesday I discussed with you the possibility of creating a national park at Admiralty Island, Alaska. For your information, I enclose an editorial from the St. Louis *Star,* written by Irving Brant in 1932, and also a letter from him to me.[1] From an administrative point of view I am inclined to think that Admiralty Island could be included in the proposed enlargement of Glacier Bay in one national park, since Juneau is the natural center for both areas.

Sincerely yours,

HAROLD L. ICKES

[13:OF 378:TS]

[1]The editorial (dated by Brant November, 1932) commented upon charges brought by the New York Zoological Society that the Department of Agriculture had "virtually given away 5,000 square miles of virgin timber on two Alaskan Islands" to a San Francisco pulpwood manufacturer, and that every influence of the Government was being exerted to block an effort to have these islands made into a national park for the preservation of the Alaskan bears.

860 *[Enclosure]* IRVING BRANT TO HAROLD L. ICKES

[ST. LOUIS] *January 24, 1939*

[Excerpt] I talked with the manager of Crown-Zellerbach pulp operations last summer, sounding him out as to the company's present interest in Alaska, and he said that the idea of building pulp mills up there had been abandoned as unfeasible; that if any use was made of Alaska timber in the future it would be rafted to Puget Sound. That can hardly occur before Vancouver Island is stripped to pulp timber. Practically speaking, it eliminates Alaska from commercial consideration for many decades.

The people of Alaska have an implacable hostility to the grizzly bear, chiefly because it eats one salmon where human beings eat 100,000, and because it makes occasional raids around fox farms. The brown bear of Alaska can be protected on Admiralty Island, because it has range, food and cover permanently adequate. But if fox farms are allowed on the island, or if casual local lumbering develops, the slaughter now going on will turn into a ruthless war of extermination, as it is on the mainland in the neighborhood of all settlements. There is plenty of room on the mainland and on other islands for a hundred times as many fox farms as there are in Alaska, and for all the lumbering that ever will be needed, even if Alaska becomes a pulp mill center.

I think that the Glacier Bay National Monument ought to be enlarged, but I noticed in talking with one of the Forest Service staff about the recent withdrawal of Forest Service opposition to the enlargement that he persisted in speaking of it as a proposal to transform it into a national park. The thought behind that suggestion, I think, coming from that source is that if Glacier Bay were made a national park it would make it practically impossible to establish Admiralty Island as a national park. Admiralty Island contains something less than 2,000 square miles. Canada has established one national park in the far north, as a sanctuary for the wood bison, containing 20,000 square miles.

IRVING BRANT

[13:OF 378:TS]

861 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *January 27, 1939*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Reverting to the subject of King's Canyon: I think you will find that three former Chief Foresters agreed that this area ought to have a national park status.

I think you will find that a grand Secretary of Agriculture, by the name of Henry C. Wallace, wrote on January 17, 1924, in reference to H. R. 4095, "to add certain lands to Sequoia National Park" the following: "The proposed enlargement of the park and the specific boundaries relating thereto are endorsed by this department." I think you will find that the area then proposed for addition to the Sequoia Park was even bigger than the area now proposed for the King's Canyon Park.[1]

F.D.R.

[13:OF 6—P:CT]

[1]The letter of Henry C. Wallace (father of Henry A.) was called to Roosevelt's attention by Ickes in a letter of Jan. 25, 1939 (OF 6—P).

862 ROOSEVELT TO FERDINAND A. SILCOX, CHIEF, FOREST SERVICE

WASHINGTON, *January 31, 1939*

MEMORANDUM FOR HON. F. A. SILCOX: Thank you for your memorandum in regard to the hurricane down timber in New England.[1]

1. I hope you will take up with WPA and CCC the continuation of the fire hazard work.

2. Will you be good enough to take up with Admiral Peoples, the Director of Procurement, the possibility of a plan under which the government would purchase its government lumber needs from such portion of the lumber as will most greatly fail to meet the government guarantee price? In other words, if we can buy for government use what might be called the "distress sale" lumber at the guarantee price, it will save the government's pocketbook in the long run. Also, in connection with this, the Procurement Division of the Treasury can probably increase the use of pine lumber and hardwood lumber from the New England area instead of using as much west coast lumber as we now use on the Atlantic Coast. It is true that the west coast lumber is clearer and more uniform and, therefore, easier to work with—but, on the other hand, the government uses a great deal of lumber for rough construction work where quality does not make much difference.

I do not know what the total volume of government purchases amounts to but I think it is substantial.

F.D.R.

[13:OF 149:CT]

[1]The New England hurricane of Sept. 21, 1938, left an estimated three billion feet of down timber. In the memorandum here referred to (Jan. 26, 1939, OF 149), Silcox advised against a plan proposed by Roosevelt that the Government buy the down timber and log it. He pointed out that approximately seven million dollars worth of logging equipment would be needed and, because of the great number of individual ownerships, hundreds of small lumber camps would have to be set up. He described aid being given by the Government through the Disaster Loan Corporation and the Farm Security Administration, and called attention to the fire hazard that would exist in the spring. The measures taken by the Government to alleviate hardship caused by the timber destruction are summarized in the *Report of the Chief of the Forest Service,* 1939 (Washington, 1939), pp. 19-22.

863 ROOSEVELT TO GOVERNOR PRENTICE COOPER, Nashville, Tennessee

[WASHINGTON] *February 1, 1939*

MY DEAR GOVERNOR COOPER: Just before you took office Governor Browning sent me an experimental plan, proposed by your State Forester, to increase public forest holdings and remodel the Civilian Conservation Corps setup in Tennessee.[1]

When the Civilian Conservation Corps program began in 1933 the Forest Service advocated smaller camps, but I felt that 200-enrollee units, allocated to and under control of various specializing Federal agencies cooperating with each other and State authorities, would be the most economical and advantageous in the long run. I can see, however, that the proposal to break camps into smaller units for work purposes, and to spread their efforts most widely, has some advantages over the present arrangement.

But I want to point out that the proposed plan involves departures from standard practice for

administering Civilian Conservation Corps camps. It would require revision and broadening of current legislation and present conservation policies in order to permit a wider range of work projects on private holdings. These things, and the effects on present functioning and respective interests of the various specializing agencies of the Departments of Interior and Agriculture, now responsible for conservation programs, will require thoughtful consideration and analysis before any decision on Mr. Hazard's plan can be made.

I have been gratified, as I am sure you have, by the smooth functioning of the Civilian Conservation Corps along present lines, and the favorable place it has won for itself. I hope, as you know, that the Civilian Conservation Corps will be placed on a permanent basis: that it may become a better vehicle than it has been, even, for unemployed young men and as an instrument to aid in developing and conserving natural resources.

Thank you for referring Hazard's plan to me. Copies of it have been sent to Mr. Fechner and to the Forest Service, and I assure you the plan will receive consideration in connection with future plans for the Corps.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 268:CT]

[1]State Forester J. O. Hazard's plan, "A Proposal for a State-Wide CCC Service for Tennessee," enclosed in Browning's letter to Roosevelt of Dec. 30, 1938, and a memorandum commenting on it by Silcox and Fechner, Jan. 30, 1939, are with the letter here printed. The plan proposed the establishment of 100 state forests of about 10,000 acres each, and of 100 Civilian Conservation Corps camps of 50 men each, to protect and develop all forests in the state, public and private. Fechner and Silcox agreed that the plan had many desirable features but pointed out that the state would have to be aided in acquiring the forest areas, more funds per capita would be needed to maintain the smaller camps, and Federal policy with respect to conservation work on private lands would have to be changed.

[2]Drafted jointly by the Forest Service and the Civilian Conservation Corps.

864 ROOSEVELT TO GOVERNOR W. LEE O'DANIEL, Austin, Texas

WASHINGTON, *February 4, 1939*

MY DEAR GOVERNOR O'DANIEL: As you may know, I am very much interested in the proposed Big Bend National Park in your State. I have been hoping that this Park could be dedicated during my Administration. My advices are that this large and very interesting area could be bought for a comparatively small sum—a sum that would be insignificant in comparison with the economic returns that would flow to the State of Texas after the creation of the Park. I regard the establishment of this Park as of great advantage, both to Texas and to the Nation, from every point of view.

If the Texas Legislature at this session should see fit to make an appropriation for the acquisition of this land, it would be very gratifying to me personally, and I am sure that it would win the general approval of people everywhere.[1]

With personal regards, Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]O'Daniel replied March 3, 1939 (OF 6—P), enclosing a copy of his message to the Texas Legislature in which he urged acquisition of the area.

865 ROOSEVELT TO REPRESENTATIVE JOHN J. COCHRAN OF MISSOURI

[WASHINGTON] *February 7, 1939*

Personal

DEAR JACK: If you have a separate bill to cover White House assistants, would you think of putting the National Resources Committee under the name of "planning division" into the same bill? Otherwise I fear it may get lost in the shuffle.[1]

Very sincerely yours,

FDR: G

F.D.R.

[13:OF 1092:CT]

[1]Cochran was chairman of the House Select Committee on Government Reorganization. An identical letter, Feb. 7, 1939, was sent by Roosevelt to Rep. Lindsay C. Warren (N. C.), a member of Cochran's committee who was in charge of the drafting of the Reorganization Bill. Warren replied Feb. 10, 1939 (OF 1092), that there was "terrific opposition" to Roosevelt's proposal, and that while he had not closed his mind to it, he believed inclusion of the National Resources Committee in the Reorganization Bill would have an "adverse effect." Cochran's reply follows.

866 REPRESENTATIVE JOHN J. COCHRAN OF MISSOURI TO ROOSEVELT

WASHINGTON, D. C., *February 8, 1939*

MR. PRESIDENT: I have your personal note.[1] So far as I am concerned, I am 100 per cent in favor of the National Resources Committee. I really think it would be a grave mistake if it is not made permanent.

Mr. Warren has been working on a bill and while we have discussed its contents, it is not in such shape that I have been able to get a copy. It so happens that I spoke to him in reference to the National Resources Committee and I regret to say that he fears, that if he included it in his bill, it might jeopardize the passage of the bill.

For your personal information, I will say, that he advised me that there is very strong opposition in the House to the National Resources Committee and it comes from the so-called powerful Rivers and Harbors Bloc. Why there should be opposition to the National Resources Committee, it is beyond me to understand. Certain interests have had a great deal to say in reference to Rivers and Harbors authorizations and appropriations. Organizations retain men in Washington during the entire period of Congress looking after their interests.

I will talk to Mr. Warren again in reference to this matter and see if I can induce him to follow your suggestion. While I will not tell him I received your letter, nevertheless, I did tell him when I discussed the National Resources Committee with him, that you were strongly in favor of including it in the general Re-Organization Bill.

With assurance of my high esteem, I am,

Sincerely yours,

JOHN J. COCHRAN

[13:OF 1092:TS]

[1]Above.

867 ROOSEVELT TO REPRESENTATIVE JOHN J. COCHRAN OF MISSOURI

WASHINGTON, *Feby 11/39*

MY DEAR MR. COCHRAN: I am sending you the enclosed "Progress Report" of the National Resources Committee because it is more than the usual annual statement of a Federal executive agency. This report reviews the problems and progress with which a planning agency has been concerned during the last five years. It demonstrates the usefulness of the kind of planning service which, as I have recommended to the Congress, should be provided as a permanent establishment within the Federal Government.

I hope that this report will be helpful to you and your colleagues on the Select Committee on Government Organization in the development and enactment of appropriate legislation to provide for continuation, correlation and decentralization of planning work.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1092:CT]

[1](Drafted by the National Resources Committee.) An identical letter, of the same date, was sent to Senator Byrnes (S. C.), chairman of the Senate Select Committee on Government Organization; no reply is present. Cochran replied Feb. 13, 1939 (OF 1092), that he would do everything he could to get his committee to agree to provide for the National Resources Committee under the name suggested in Roosevelt's letter of February 7.

868 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *February 15, 1939*[1]

TO THE CONGRESS OF THE UNITED STATES: The last Congress recognized the national importance of pollution abatement in our streams and lakes by passing, during its closing days, an act providing for the creation of a Division of Water Pollution Control in the United States Public Health Service and for the establishment of a permanent system of Federal grants-in-aid and loans to assist in constructing pollution-abatement projects. Although fully subscribing to the general purposes of that act, I felt compelled to withhold my approval of it because of the method which it provided for the authorization of loans and grants-in-aid. It would have prevented the consideration of such appropriations as a part of the annual budget for all purposes. My reasons are set forth in detail in my memorandum of June 25, 1938. I hope that at this session the whole problem of water pollution may again receive your attention.

To facilitate study of the problem by the Congress, I am transmitting a report on "Water

Pollution in the United States," which outlines the status of pollution, the cost of bringing about a reasonable degree of abatement, and the financial, technical, and administrative aspects of such a program. The document was prepared at my request by a special advisory committee of the National Resources Committee composed of representative experts from the departments of War, Treasury, the Interior, Agriculture and Commerce, and from private and state agencies.[2]

No quick and easy solution of these problems is in sight. The Committee estimates that an expenditure by public and private agencies of approximately two billion dollars over a period of ten to twenty years may be required to construct works necessary to abate the more objectionable pollution. Inasmuch as the needed works are chiefly treatment plants for municipal sewage and industrial waste, the responsibility for them rests primarily with municipal government and private industry. Much construction work is in progress. Many State agencies have forced remedial action where basic studies have shown it to be practicable.

Unprecedented advances in cleaning up our streams have been made by the public works and work-relief programs during the past years. The report states that more progress has been made in abatement of municipal waste during that period than during the entire twenty-five years preceding, chiefly as a result of Federal financial stimulation. As in many other fields of conservation, great improvement in the Nation's basic assets of water has been incident to the fight against unemployment. If this construction work is to continue at a substantial rate, and if the necessary research, education, and enforcement activities are to be carried out most effectively, the Federal Government must lend financial support and technical stimulation.

It is my opinion that pending further experimentation with interstate and state enforcement activities, Federal participation in pollution-abatement should take the general form of establishing a central technical agency to promote and coordinate education, research, and enforcement. On the basis of recent experience, it should be supplemented by a system of Federal grants-in-aid and loans organized with due regard for the integrated use and control of water resources and for a balanced Federal program for public works of all types. The time is overdue for the Federal Government to take vigorous leadership along these lines.[3]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES: M]

[1]Read in the Congress on Feb. 16, 1939.

[2]*Water Pollution in the United States. Third Report of the Special Advisory Committee on Water Pollution* (Washington, 1939).

[3]This message was based on a draft submitted by Ickes Feb. 9, 1939 (OF 1092). Roosevelt used it without change except for the dropping of a paragraph that called attention to the effect of polluted water on humans, industry and wildlife, and to the fact that no single type of treatment could be prescribed. With the draft is a note, Roosevelt to Early and Forster, Feb. 13, 1939, reading: "Will you go over and see if the proposed Messages to Congress are O. K. and, if so, I will send them up before I leave?" (On February 16 he left for Key West.)

Following the reading of the message in the Senate, Barkley (Ky.) noted that he had introduced a bill (S. 685) to do what the President proposed. He said that this was the same as the Vinson bill (H. R. 2711) which the President had vetoed in the previous session but with the objectionable feature omitted, and that this bill was now before the Senate Committee on Commerce. The companion bill, H. R. 922, introduced by Spence (Ky.), was before the House Committee on Rivers and Harbors. In the House the message was referred to the Committee of the Whole House *(Cong. Rec.*, 76th Cong., 1st sess., 84:2, 1484, 1495).

869 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *February 23, 1939*

DEAR MR. PRESIDENT: With reference to your note to me, dated January 25, about the timber on Admiralty Island, Alaska, in the Tongass National Forest:

There have been no definite projects for the development of pulp and paper manufacturing in southeastern Alaska since the conditional awards, made in 1927, for a large sale in the vicinity of Ketchikan and another on Admiralty Island were both terminated on March 14, 1933, for failure to meet their conditions. Nothing is now in sight involving any timber cutting on Admiralty Island beyond occasional small sales of locally used fish-trap logs and the like.

Less than half of the 1,065,000 acres of Admiralty Island are heavily enough timbered to be considered for the possible growing and harvesting of successive timber crops. These timbered areas are mostly in a belt, broken in places and of varying width, around the island. The present stand has been estimated at 8,500,000,000 board feet, very largely hemlock and spruce. This is about 11 per cent of the timber volume in southeastern Alaska. The area is sufficient to supply, permanently, the wood needed to manufacture about 130,000 tons of news print annually.

The establishment of an industry of the size to make that much paper would give southeastern Alaska a needed increase in opportunities for employment amounting to about 1,000 wage earners in woods and mill operations. I have felt that it should be possible to use the present timber resource and timber productive capacity of most of the forest land, and at the same time preserve the wildlife and potential recreational resources of the island. Carefully thought out plans have been made for this integrated use of the land, so as to assure the perpetuation of the large Alaska brown bears, which are the outstanding wildlife on the island, and to provide for the maintenance of the forest recreational resources. A comprehensive management plan covering the bears is in effect to insure against depletion. Under this management the bear population is increasing. The preservation of recreational and wildlife values can be effected without forbidding the use of the major timber resources which, because of their accessibility and nearness to water power sites on the mainland, will be needed if there is to be established a permanent industry in this now sparsely inhabited region.

Under these circumstances, it has not seemed necessary or desirable to withdraw the timber on Admiralty Island permanently from direct economic use. However, the status described in the last sentence of your note could be given by my declaring it a wilderness area and also establishing a wildlife refuge there. If additional safeguard were considered necessary, national forest lands could be included under the bill recently introduced for national park lands which gives the President authority to designate wilderness areas among such lands by proclamation. We are at present contemplating a request to Congress that the bill should be amended to make this possible.

I understand Secretary Ickes may wish to propose National Park status for Admiralty Island, so it is planned to discuss that, along with other proposals for national parks, with the Interior Department under an arrangement agreed upon by Silcox with Secretary Ickes.

Sincerely,

H. A. WALLACE

[Notation: A: LEHAND] Sec Int Please read & return

[13:OF 378:TS]

870 JAMES G. K. MCCLURE, PRESIDENT, AMERICAN FORESTRY ASSOCIATION, TO ROOSEVELT

WASHINGTON, DISTRICT OF COLUMBIA, *March 3, 1939*

DEAR MR. PRESIDENT: The jurisdictional conflicts which are characterizing the development and administration of the National Forests and National Parks have become a matter of deep concern to this Association because of their possible effect in preventing these two systems of federal reservations from rendering their greatest long-range service to the public.

The Association has been an ardent advocate of both systems since their inception. It holds that each has its definite place and purpose and that adjustments of policies and boundaries which changing conditions may suggest should be determined solely by broad public interest.

The present situation involving as it does frequent controversies between administrative agencies is due, we think, largely to the increased use of both systems for outdoor recreation. The result, however, is serving to confuse the primary objectives of the two systems and to jeopardize desirable processes of determining from time to time to the types of resource management that will yield largest public benefits. Furthermore, bureau hostility appears to have reached a point that leaves much to be desired in the way of necessary coordination of policies and administration.

The situation has been the subject of frequent discussion by the Directors of The American Forestry Association. They view it as one which makes urgently desirable a critical study of those federal lands adapted to primary management for parks, forests, forage and wildlife purposes in order to assure that these resources may be administered and developed along lines that will best meet local and national needs. To this end, our Board at its last meeting voted to appeal to you and to Congress for such a study.

It is believed that the situation would be most speedily and amicably met by having the proposed study made by a nongovernmental agency in order that no question of partiality might be raised. Such an agency naturally must be competent and must have public confidence.

The Board believes that the National Academy of Sciences meets this requirement and it therefore suggests that it be asked to undertake such a study. The Board further believes that it would be in the interest of long-range progress to set aside controversial questions involving boundaries and jurisdictions until the study in question is completed and recommendations are available. This belief is predicated on the fact the resources concerned would not thereby be jeopardized and that there is merit in awaiting impartial determination of issues involved.

Our view in respect to this situation is more fully set forth in the attached editorial published in the current issue of the Association's magazine, *American Forests.*[1] May I bespeak for the Board and for the Association your earnest and sympathetic consideration of their desire to suggest a helpful and constructive course of remedial action?[2]

Sincerely yours,

[1]"The Forest-Park Conflict," in *American Forests,* 50 (March, 1939), 119; this urged a study of Government lands to determine what their proper use should be and thereby to end the jurisdictional disputes between the Forest Service and the National Park Service.

[2]Answered *post,* 872.

871 EBERT K. BURLEW, ACTING SECRETARY OF THE INTERIOR, AND HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *Mar. 6, 1939*

Through: The Bureau of the Budget, The Attorney General, Division of Federal Register

MY DEAR MR. PRESIDENT: We submit for your consideration a form of proclamation to enlarge the boundaries of Glacier Bay National Monument, Alaska, in accordance with the provisions of the Act of June 8, 1906 (34 *Stat.* 225).[1]

The proposed proclamation would enlarge Glacier Bay National Monument by approximately 904,960 acres, composed of public domain and national forest lands. The proposed extension of the boundaries of the monument is based upon comprehensive studies carried out since the monument was established in 1924, and it is designed to round out the area geologically and biologically, as well as from the standpoint of its administration.

During the period of contracted ice fields which preceded the last glacial advance about a century and a half ago, the forest in this section of Alaska extended from timberline to the water's edge. The tree species were chiefly hemlock and Sitka spruce, the same as the mature forests of today. This forest, which was at least 400 years old, finally was overwhelmed and buried by ice and gravel during the last glacial advance and is now being uncovered by the retreat of the glaciers and by the erosive action of streams and waves.

In its retreat the ice is exposing two general types of land surface: (a) rock exposure, and (b) depositional accumulations. In some places gravel deposits have been built up by lateral drainage from the glaciers, forming extensive sheets of gravel in the low country and glacial terraces between the ice and the abutting mountains.

The vegetation of the area recently laid bare by the final retreat of the glaciers may be roughly marked off into three communities: (a) the pioneer community most recently vacated by the ice, characterized by a growth of certain mosses, perennial herbs and willows; (b) willow alder thickets occupying the slopes around the middle portion of the area to be added to the monument, and (c) a conifer forest along the shores of the bays and the ocean, characterized by a growth of hemlock and Sitka spruce. Because of the rapidity of vegetational change, these communities lack sharpness of definition.

The Fairweather Range of mountains included in the proposed extension of the monument contains magnificent scenery and features of outstanding geologic importance. The entire area to be added to the monument presents an exceptional opportunity for the study of glacial action and post-glacial ecology.

The attached folder contains photographs, maps and other data concerning the area being added to Glacier Bay National Monument.

The proposed proclamation is drafted subject to all valid existing rights. Therefore, any private rights within the area will not be affected if the boundaries are extended.

The issuance of the proclamation is respectfully recommended.[2]

Sincerely yours,

E. K. BURLEW
H. A. WALLACE

[13:OF 6—B:TS]

[1]The American Antiquities Act.

[2]Issued April 18, 1939, as Executive Proclamation 2330 (53 *Stat.* 2534).

872 ROOSEVELT TO JAMES G. K. MCCLURE, PRESIDENT, AMERICAN FORESTRY ASSOCIATION, Washington

WASHINGTON, *March 11, 1939*

MY DEAR DOCTOR MCCLURE: Your letter of March 3 came duly to hand, and while I recognize the force of much that you say in your letter and in the printed article in the *American Forestry Magazine,*[1] I am not quite ready to take action at this moment. The subject of forestry has long interested me, and I agree with you that there seems to be a good deal of confusion of thought in dealing with the problem. It is already more than thirty years ago since, as a Nation, we became aware of the rapid spoliation of our forest reserves and saw the necessity for reforestation if for no other reason than restoring the lumber industry; but I confess that not much progress has been made in those thirty years, apparently because of a confusion of ideas. Forests are valuable to man in a number of different ways; for example, much of our natural terrain should not be tilled because of the nature of the soil, the heavy rainfall, the steepness of the bank; and yet this same terrain is admirably suited for the growing of trees. In recent years we have recognized this so truly that we have classed as *submarginal,* lands which are unsuited for tilling and the growth of annual crops, with the expectation of converting the submarginal land into forest or grazing areas. Although we have made a start in this direction, the total progress has not been large when compared with the area of the country as a whole.

European experience has clearly pointed out the way that forests operated in order to produce a sustained yield for lumbering or even for wood pulp should be managed, but here again, while this has been explained frequently, no great progress has been actually secured in our country.

On the other hand, we have also a totally different kind of forested areas, such as the forests of rare or exotic trees which it is desirable to preserve in their natural splendor because they may be classed among the wonders of nature. I refer, for example, to the Giant Sequoias in Southern California, to the Sugar Pines in the same general area, to the Redwood Forests of the California Coast, and to the Douglas Fir of the Columbia River region; not overlooking in the east the Swamp Cypress of the Carolinas and some of the rare semitropical trees of the Everglades Park in Florida. In the case of all these varieties, with the possible exception of the Douglas Fir, it is too much to expect that we can cut and renew these forests on a yield basis. Apparently, Congress has decided that the only way of preserving these marvelous trees is by including these stands in the National Parks.

There are still other kinds of forests which are of no great value for lumbering operations, nor even for wood pulp, but which have considerable charm in protecting wildlife, stream valleys, and affording recreation to tired humanity. A number of the States of the Union have appropriately regarded this class of forest reservations as more particularly their function. Forests of this kind rarely measure up to the standard of national parks, but we have, for example in New York State, the Adirondack forests, the Catskill forest reserve, and Bear Mountain Park, all of which are important forested recreational areas. Obviously, too, those States having large cities have every reason to create such reservations, and yet, in the interest of economy of management in those States, it is common to combine the management of forested recreational areas with non-forested playground facilities. This perhaps raises a question whether, if it is desirable in the States to combine under one management forests and other park areas, the same policy should not be followed by the Federal Government. One answer to this is the size of the problem and the fact that there is a wide difference between forests which exist in order to produce a lumber crop on a continuous yield basis and those forests which exist simply in order to preserve intact rare varieties of trees, trees which might become entirely extinct if they were not preserved.

Under all the circumstances, I agree with you that the whole subject requires further study, and I shall, perhaps, make a recommendation to the Congress on the matter. I cannot help thinking that a part of the confusion of ideas has been due to the fact that two separate bureaus of the Government have been competing with each other for public favor in the recreational field.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] Copy of President's reply to Dr. McClure sent to Mr. F. A. Delano—3/13/39. hm

[13:OF 149:CT]

[1]*American Forests* is meant; see McClure's letter, *ante,* 870.

[2]Drafted by the National Resources Committee.

873 ROOSEVELT TO NELSON C. BROWN, New York State College of Forestry, Syracuse University, Syracuse, New York

[WASHINGTON] *March 17, 1939*

DEAR NELSON: Thank you for yours of March thirteenth.[1] I am glad the planting will soon begin at Hyde Park, and I hope to be up there fairly early in April for a day or two.

That is an excellent preface. I have duly signed it and return it here with. I am most anxious to see the little booklet.[2]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:PSF:HYDE PARK:CT]

[1]Brown said that the State College of Forestry was planning to plant 20,000 Norway spruce and 2,000 each of red pine, European larch and white pine (PSF: Hyde Park).

[2]A Forest Service pamphlet, *Community Forests* (Washington, 1939), prepared by Brown as a collaborator of the State Forestry Division of the Forest Service. The copy of the preface printed below as an enclosure was typed in the White House; apparently no changes were made in Brown's draft.

874 *[Enclosure]* STATEMENT BY ROOSEVELT ON COMMUNITY FORESTS

Community forests are an old and popularly accepted part of forest conservation. They have helped for many years to reduce local taxes by yielding profitable timber crops. They have also provided other benefits, such as watershed protection, outdoor recreation, shelter for bird and beast, and permanent jobs through the sustained production of cordwood, posts, telephone poles, railroad ties, Christmas trees, pulp wood, and logs for lumber.

I believe more of our communities could profit economically, socially, and spiritually by ownership and operation of their own forests close at home. I am in favor of more and better community forests. Development of such local forests would be an important step in the rebuilding of our natural resources and would provide additional outdoor playgrounds for the children of America.

I am very glad to endorse the Forest Service program to establish and maintain more community forests.

(Signed) FRANKLIN D. ROOSEVELT

[Notation: A] Orig. returned to Professor Brown 3/17/39 hm

[13:PSF:HYDE PARK:T:COPY]

875 ROOSEVELT TO GOVERNOR CLARENCE D. MARTIN, Olympia, Washington

[WASHINGTON] *March 18, 1939*

MY DEAR GOVERNOR MARTIN: I have personally considered the subject matter of your letter of March first dealing with the effect on labor and industry of exporting high-grade Douglas fir peeler logs.[1]

I am very much in sympathy with the idea that exports of high-grade raw forest material of which our domestic supply is limited should not be encouraged. The continued existence of wood-using industries on the Pacific Coast, particularly of the plywood industry, depends upon an supply of high quality raw material in the form of standing timber—a supply which is all too limited.

It is hardly necessary for me to assure you that I am in favor of sound proposals that redound to the benefit of American labor and industry. I am particularly impressed with the fact that organized labor is actively supporting the measures which have been proposed to protect its source or raw material upon which the payrolls of industry are built.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 446:CT]

[1]Martin urged support of legislation pending in Congress to prohibit the exportation of high-grade Douglas fir logs (OF 446).

[2]Drafted by the Agriculture Department.

876 ROOSEVELT TO SENATOR KEY PITTMAN OF NEVADA

[WASHINGTON] *March 21, 1939*

DEAR KEY: In regard to the Forestry Bureau, I have no hesitation in telling you that I have no thought of transferring them to the Interior Department.

I am meeting with a good deal of success in getting the public lands and forestry people to work together in such a way as to prevent duplication of work and render better service to the cattlemen. I think that working along this line for some time to come will produce results without any drastic change in organization.

Always sincerely yours,

[FRANKLIN D. ROOSEVELT]

P. S. This, of course, should not be used in any way until the Reorganization Bill is finally disposed of in both Houses and has been acted on by me![1]

[13:PSF:SENATE:CT]

[1]Pittman replied March 26, 1939 (PSF: Senate), that he was pleased to know that the Forest Service was not to be transferred. See *post*, 968 n.

877 ROOSEVELT TO MAYOR ANGELO J. ROSSI OF SAN FRANCISCO

WASHINGTON, *March 24, 1939*

MY DEAR MAYOR ROSSI: I appreciate your telegram of March 13, expressing your support of the proposed John Muir-Kings Canyon National Park.

It is my belief that this area merits national park status and I am happy to know that the project has your endorsement.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] Copy of reply sent to Mr. Ben Thompson, Nat. Park Service, Dept. of the Interior 3/25/39. hm

[13:OF 6—P:CT]

[1]Rossi's telegram is with the letter here printed.

878 ROOSEVELT TO SENATOR KEY PITTMAN OF NEVADA

[WASHINGTON] *March 25, 1939*

Private

DEAR KEY: In regard to grazing in forests and public lands: It is my thought that the following can be attained by study and cooperation:

(a) Eliminate the undoubted overgrazing which exists in some places (by no means all) both in forests and on public lands.

(b) Where in a given area there is grazing in both forests and on public lands, especially some grazing in forests and winter grazing on public lands, the offices of the two services, if located in different places, should be put in the same place and under the same roof.

(c) Where Rangers from both services cover essentially the same territory, the range work should be consolidated, in some places the Forest Ranger acting for both Bureaus and in other cases the Public Lands Ranger working for both Bureaus.

(d) A greater uniformity in all paper work, purchases of supplies, maintenance of camps, etc., etc.

None of the above suggests in any way a change in functions.

I am sure you and I will be pleased by greater economy and efficiency, and, at the same time, that the cattlemen will also be pleased.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:PSF:SENATE:CT]

879 FREDERIC A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *March 29, 1939*

Attention of: Mr. Rudolph Forster

MEMORANDUM FOR THE PRESIDENT: In our recent reviews of the reports of the Chief of Engineers on the Beaver-Mahoning project and the Clark Hill project[1] we have attempted to confine our comments to broad problems of national policy involved in those reports and to questions relating to water and land-use problems for which agencies other than the Corps of Engineers have a special responsibility. We have not attempted to evaluate the detailed engineering features of the project recommendations. Even so we have found that a period of approximately three weeks is required to consummate the necessary review. I believe that the reviews which have already been made demonstrate the desirability of taking this amount of time for consideration.

Realizing, however, that there is severe pressure to obtain early release of these and similar reports, I would appreciate having your advice on whether or not you wish to have us continue to follow the procedure described above.[2]

FREDERIC A. DELANO

[13:OF 1092:TS]

[1]The former proposal (never consummated) would have utilized the Beaver and Mahoning rivers to build a canal linking Lake Erie with the Ohio River, thus giving the Youngstown, Ohio, steel district water access to its iron ore and coal sources. The Clark Hill power dam was built on the Savannah River near Augusta, Georgia.

[2]An attached note, Roosevelt to Forster, April 4, 1939, reads, "Will you tell my Uncle that this procedure is O. K.?"

880 ROOSEVELT TO ERNEST F. COE, DIRECTOR, EVERGLADES NATIONAL PARK ASSOCIATION, Miami

WARM SPRINGS, GEORGIA, *April 1, 1939*

MY DEAR MR. COE: I appreciate your letter of February 17 and the enclosures concerning the proposed Everglades National Park.[1]

I consider the Everglades one of the foremost national park projects today. It is my hope that the State of Florida will take the necessary steps to make the State-owned lands within the proposed park area available for the project at an early date. I consider this action necessary to insure the further success of the project.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]Enclosing press releases and reprints of articles about the proposed park and commenting on Roosevelt's continuing interest in it (OF 6—P).

[2]Drafted by the Interior Department.

881 ROOSEVELT TO LITHGOW OSBORNE, NEW YORK STATE CONSERVATION COMMISSIONER, Albany

WARM SPRINGS, GEORGIA, *April 3, 1939*

MY DEAR MR. OSBORNE: There can be no question but that completion of the forest survey, to which your letter of February twenty-eighth refers,[1] is essential if forest lands and their resources are to be managed so they may increase the basic wealth of the nation and help achieve sustained prosperity.

I recognize that this inventory, the first we have ever undertaken on a national scale, is no light task; that, once completed, it should be kept up to date. And I assure you that, when it comes before me, I shall give it sincere and sympathetic consideration.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I—C:CT]

[1]Osborne urged support of S. 224, a bill to continue the national survey of forest resources authorized by the act of May 22, 1928 (OF I—C). S. 224, introduced by Senator McNary (Ore.) on Jan. 4, 1939, was not acted upon *(Cong. Rec.*, 76th Cong., 1st sess., 84:1, 68)

[2]Drafted by the Agriculture Department.

882 ROOSEVELT TO ROBERT FECHNER, DIRECTOR, CIVILIAN CONSERVATION CORPS

WARM SPRINGS, GA., *April 4, 1939*

MEMORANDUM FOR HON. ROBERT FECHNER: Thank you for your memorandum about Haiti.[1] Will you be good enough to have a talk with Secretary Wallace and Undersecretary Welles on the possibility of somehow helping the Haitian government to establish ten CCC camps under American direction?

These camps are needed for

(a) The improvement of roads and trails.

(b) The elimination of soil erosion.

(c) The encouragement of irrigation.

(d) Experiments in diversification of agriculture.

In view of the world overproduction of sugar, it would be a mistake to increase Haitian sugar, but it may be possible to grow other crops which could find an outside market.

I am sending copies of this memorandum to Secretary Wallace and Undersecretary Welles.

F.D.R.

[13:OF 162:CT]

[1]March 32, 1939 (OF 162), proposing a soil and forest conservation program for Haiti.

883 FREDERIC A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *April 11, 1939*

MY DEAR MR. PRESIDENT: I enclose herewith some papers which originated with a memorandum from Mr. Charles W. Eliot, Executive Officer of the National Resources Committee, to me and other members of the Advisory Committee,[1] which memorandum I passed on to Secretary Ickes for his consideration and which he now returns to me with the suggestion that I take it up with you.[2] I hesitate to do so, realizing that you are heavily pressed with various weighty matters; but in view of the attitude of my chief, I submit these papers to you for your kind consideration and for such action as you may wish to take or recommend.

Respectfully submitted,

FREDERIC A. DELANO

[13:OF 1092:TS]

[1]Printed below.

[2]Ickes urged Delano to see the President as soon as he could: "Only he can solve the riddle for you. Just what, if anything, he plans to do under the Reorganization Bill, I do not know. My own general impression is that you ought to press for definite legislation" (memorandum, April 11, 1939, OF 1092).

884 ***[Enclosure]*** **CHARLES W. ELIOT, EXECUTIVE OFFICER, NATIONAL RESOURCES COMMITTEE, TO THE ADVISORY COMMITTEE**

WASHINGTON, *April 5, 1939*

MEMORANDUM FOR THE ADVISORY COMMITTEE, MR. DELANO, DR. MERRIAM, MR. DENNISON,[1] MR. RUML: OUTLOOK ON STATUS AFTER JUNE 30, 1939: As you know, we have had three or four "strings to our bow" in meeting the problem of continuance of the Committee's activities after June 30. All of the strings are now taut. As I saw the plan of campaign, we had three or four lines of defense or attack as follows:

1. A bill to establish a permanent agency. As you know, Senator Hayden's amendment to the Byrnes Public Works Department bill has been reported to the Byrnes Committee by Chairman Ickes.[2] No action as yet has been taken. Rumors persist that Senator Byrnes intends to insist on action concerning his Public Works proposal before the Relief Appropriation for the next fiscal year is submitted to Congress. In the last few days there has been some doubt as to whether or not the Hayden Amendment will be attached to the Byrnes Bill or reported out as a separate measure. I have been unable to get any definite information on this score. In general, the situation in the Senate looks very favorable to action in favor of the Hayden Amendment or a modification of it. Since Senator Wagner's statement advocating the reestablishment of the Stabilization Board, there have been indications that Senator Hayden would be agreeable to including in his amendment provisions to meet Senator Wagner's point. It therefore looks as if we would have the combined support of Senators Hayden, Byrnes and Wagner in the Senate.

In the House, no bill has yet been submitted, and Senator Hayden has indicated that he wanted no action taken in the Senate until he could get some assurance from the House "managers" as to how the bill would be handled in the House. He has told one friend that he would make no move until he got assurance from the White House that the President would take some action with the House leaders to line up support. We know of no definite opposition to the bill in the House except the agitation among the so-called "River and Harbor bloc." That opposition was bolstered by the River and Harbor Congress which met here week before last.[3] In this connection, the action of the Resources Committee on the Beaver-Mahoning Project and further requests from the Chief of Engineers for quick reports on controversial projects has certainly not helped our standing with the River and Harbor people. We are being "put on the spot" by the Chief of Engineers through reference over here of all the most difficult projects. I have hoped that by emphasizing Senator Wagner's interest in employment stabilization and by talk concerning the Land Committee, Public Works Committee, etc., we could find some support in the House which would emphasize aspects of our work other than Water.

2. Presidential Order under the Reorganization Bill. While the recent Act would permit the President to issue an order combining various planning agencies in the Executive Office, there are grave doubts as to the wisdom of his doing so. In the first place, any such action would immediately kill the chances for a separate bill such as the Hayden Amendment and would put our fight not on the basis of constructive action with the support of influential members of the Senate, but instead it would be a defensive campaign to maintain the President's authority and prestige. After so much talk in both Houses about the economies to be achieved by the reorganization, I fear that any order establishing a new planning agency would be easily misinterpreted to the public by our opponents. In any event, an executive order would have to lie on the table of both Houses for 60 days, and we would not know where we stood for two full months. We would lose all that time and be awfully close to the deadline before we could get any appropriation started or make any moves in any other direction. For these reasons, I have personally concluded that it is better not to do anything about it under the Reorganization Bill.

3. Continuation under the Relief Appropriation in the same manner as last year. The Bureau of the Budget is already at work in preparation of the next Relief Bill for the fiscal year beginning July 1. The Bureau called up here day before yesterday to ask whether we stood by the original estimates submitted last fall. In view of Congressman Woodrum's declaration on the House floor last year, we will have a much more difficult fight on our hands to get continuation by this method this year. It is by no means impossible, but it is definitely going to be a tough fight.

4. Executive Order. I have always assumed that our Executive Order, based on the NIRA of 1933, continued in effect after June 30 anyway. I had hoped that under that, P. W. A. could give us allocations for administrative expenses in the same manner as the previous allotments for the Pecos Study and the Pacific Northwest.

In the last few days we have learned that a ruling by the Comptroller General cast some doubts on this possibility. The warrant for the allotment of the Pecos money was returned by the Comptroller General to the Treasury with a ruling to the effect that the Resources Committee automatically goes out of existence on June 30, and the money allotted from P. W. A. was good only until that date. The Treasury Department in a letter of March 17 agreed with the Comptroller General and changed the warrant without consulting either P. W. A. or the Resources Committee. They went further and agreed to change the previously approved warrant for the Pacific Northwest money to limit that also to June 30, 1939. I have protested to the Treasury against this action without consulting us, and, at Mr. Delano's suggestion, put the matter in the hands of the General Counsel for P. W. A., Mr. Farbach. I have asked Mr. Farbach for two things:

(1) An analysis of our situation concerning continuance under Executive Order and an interpretation of the action of Congress in the Relief Bill last year which "extended" the Committee to June 30, 1939.

Whatever we get on that score will be used presumably as an answer to the Comptroller General.

(2) I have asked Mr. Farbach for a proposal or alternative to the first which would set up the money for the Pecos and Pacific Northwest Study to June 30 "and thereafter for such other agency as the President may designate."

If we cannot get some such adjustment in the warrant, it seems to me we are definitely not justified in entering into agreements with the States of Texas, New Mexico and various

Federal agencies for the Pecos Investigation. It cannot possibly be done short of at least two field seasons, and we would be starting something which we cannot finish unless we can get some such adjustment as I have suggested.

This action of the Comptroller General presumably does not affect the possibility of a new Executive Order establishing a new agency after June 30. That possibility is still to be explored.

In summary, the lines are taut, and we are engaged on all fronts, and as days slip by, I feel the responsibility for our hundred-odd full-time employees weighing more and more heavily on my mind.

Have you some suggestions?[4]

CHARLES W. ELIOT

[1]Henry S. Dennison, president of the Dennison Manufacturing Co., Framingham, Massachusetts, was appointed to the Advisory Committee in 1935.

[2]Hayden's amendment was presumably his National Resources Board Bill *(ante,* 843). Byrnes introduced his bill on February 9 but it was not reported from committee *(Cong. Rec.*, 76th Cong., 1st sess., 84:2, 1275).

[3]The National Rivers and Harbors Congress met in Washington on March 23-24, 1939.

[4]See *post,* 889.

885 ANTHONY J. DIMOND, DELEGATE FROM ALASKA, TO ROOSEVELT

WASHINGTON, D. C., *April 11, 1939*

DEAR MR. PRESIDENT: Reports are continuously being circulated in Alaska to the effect that an attempt is being made to have Admiralty Island, situated in Southeastern Alaska, placed in a national park or a national monument in order to protect and preserve the bears which live on the Island.

While I wholeheartedly believe in conservation, the view that Admiralty Island ought to be placed in some such kind of reservation in order to protect the brown bears is conservation gone mad. Admiralty Island is now included in the Forest Reserve. The bears on the island are amply protected by the Alaska Game Law and the regulations there under which are enforced and obeyed. In fact, if anything, the bear population of the Island is now becoming too numerous. As you are aware, the game laws of Alaska are made by Congress, and the Alaska Game Commission, which enforces the laws, is an agency of the Bureau of Biological Survey in the Department of Agriculture. There is not even the remotest suggestion of the need of any change in existing conditions for the protection of the bears on Admiralty Island or elsewhere in Alaska.

Under present law Admiralty Island is open to prospecting and mining which does not interfere with the bears to the slightest extent. Anyone who knows anything about conditions with respect to Admiralty Island and will confine himself to the facts is bound to say the same thing, and that is that there is no more occasion to withdraw Admiralty Island into a national monument or national park than there is to build a trap to catch the aurora borealis. I earnestly hope that you will put a stop to all such foolishness.[1]

Sincerely yours,

A. J. DIMOND

[13:OF 378:TS]

[1]Answered, *post*, 894.

886 DANIEL W. BELL, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *Apr. 14, 1939*

MEMORANDUM FOR THE PRESIDENT . . . PROPOSED QUETICO-SUPERIOR PARK OR WILDERNESS AREA: The Quetico-Superior Committee was created by Executive Order No. 6783 of June 30, 1934, and by Executive Order No. 7921, dated June 30, 1938, the life of the Committee was extended to June 30, 1942. Members of the Committee serve without compensation. The first Executive Order named three persons to serve on the Committee, and required the Secretaries of Interior and Agriculture each to designate one person to serve on the Committee.

The Quetico-Superior project, initiated in 1927, seeks the establishment of a wilderness sanctuary in the Rainy Lake and Pigeon River watersheds through which runs the international boundary line between Canada and the United States. A strong impetus toward the preservation of this area, situated about 500 miles northwest of Chicago and comprising roughly 15,000 square miles, or 9,600,000 acres of wilderness of great natural attraction was given when the Shipstead-Nolan Act of July 10, 1930 (46 *Stat.* 1020) withdrew from entry all public lands in a described area, and declared it to be the intention of Congress, with respect to the entire Quetico-Superior area in Minnesota, to protect the natural water levels, and wooded shores, islands and waterfalls. In 1933 a similar and even more comprehensive act was passed by the Minnesota legislature.

Approximately two-thirds of the Quetico-Superior area is within the Province of Ontario, Canada, and is owned almost in its entirety by the Provincial Government. Included within this area is the Quetico-Superior Provincial Park, of about 1,000,000 acres, adjoined on the international boundary by the Superior National Forest.

In its report made in February, 1938, the Committee reported that, "Its activities have served to reduce the main steps still to be taken to . . . Federal acquisition of the remainder of the area, and negotiation of a treaty with Canada."

Following your recent discussion of this matter with me, two members of the Committee have discussed with me a proposed draft of a bill, "To authorize an appropriation to carry out the purposes of the Act of July 10, 1930 (46 *Stat.* 1020) . . ." a copy of which is attached. This bill would authorize appropriations aggregating $2,500,000 as follows:

(1) $2,250,000 for the acquisition of lands within the Superior National Forest Purchase Unit.

(2) $200,000 for acquisition of lands to be added to the Grand Portage Indian Reservation.

(3) $50,000 (not more than $15,000 in any fiscal year) for the expenses of the Committee.

The items are discussed in the following paragraphs:

(1) Superior National Forest Purchase Unit: The private land to be purchased lies entirely

within either the Superior National Forest as now proclaimed, or the Superior National Forest Purchase Unit already approved by the National Forest Reservation Commission. Within both of these areas the purchase of land is now in progress under the Authority contained in the Weeks Act of March 1, 1911, as amended. There are now 85 separate National Forest Purchase Units, located in 31 States and Puerto Rico. Their gross area approximates 52,000,000 acres, of which only 17,000,000 acres have been purchased to date. From 1911 to 1933 the Federal Government expended $25,200,000 in forwarding this program, acquiring some 8,000,000 acres. During the present administration the program has been given tremendous impetus, $46,000,000 having been made available during the period 1933 to 1937, and the acquired acreage more than doubled. The regular annual appropriation for this work for each of the fiscal years 1938 and 1939 was $3,000,000 and the 1940 Budget contemplates an appropriation of $2,000,000.

The widespread scope of the national forest program, the low financial returns to private ownership from lands of the character included in the purchase areas, the unsatisfactory social and economic situations, and the increasing urge for publicly-owned forest areas for purposes of recreation, as well as timber production, result in continual pressure for special appropriations to hasten Federal acquisition in many of these purchase areas. The endorsement of Section 1 of the proposed bill would be contrary to your established policy of disapproving specific legislative commitments for land purchase projects which would give a preferred status to such projects thereby interfering with the necessary flexibility now possible in purchasing lands for addition to our national forests. Furthermore, it is believed that the $2,250,000 would by no means complete the National Forest purchases in the Quetico-Superior area. It is admitted, however, that progress toward complete ownership in this area will be slow with national forest acquisition appropriations at their current level.

(2) Addition to Grand Portage Indian Reservation: The Chippewa Indians in Minnesota have organized under the Indian Reorganization Act of June 18, 1934 (48 *Stat.* 984). Section 5 of that act authorizes appropriations of not to exceed $2,000,000 annually for the purchase of lands for additions to Indian Reservations. While Budget estimates have not been submitted in any year for the full amount authorized, Congress generally has not approved the full amount of the Budget estimate. There have been several specific enactments in recent years authorizing land purchases for Indian benefit, but those enactments have involved tribes which failed to accept the Indian Reorganization Act. The approval of Section 2 could be cited as a precedent for other special cases. Specific legislative commitments for land acquisition for organized tribes would be as objectionable as such commitments for national forest land acquisition.

(3) Expenses of Quetico-Superior Committee: The Secretary of the Interior submitted an estimate in the amount of $15,000 to meet the expenses of the Quetico-Superior Committee for the fiscal year 1940. Two members of the Committee are Federal employees and their traveling and other expenses incidental to the work of the Committee are properly chargeable to annual appropriations available to their respective departments. The other three members of the Committee serve without compensation and I understand their expenses so far have been borne from personal or contributed funds. The $15,000 estimate contemplated a paid secretary for the Committee, clerical assistance, travel and other expenses. In the absence of specific legislative authority for such an appropriation, an estimate was not recommended for inclusion in the 1940 Budget.

(4) Interest of State Department: I have been informed that the State Department has been in correspondence with officials of the Canadian Government regarding the project. If the two Governments are agreeable to the project, and a treaty is desirable it is not believed that incomplete Federal ownership on our side of the border would operate as a bar to the negotiation of such a treaty. Its terms undoubtedly could be applied to all lands now

Federally owned, and provision made for extending its coverage as additional lands are acquired.

The members of the Committee who called upon me sought information as to whether the proposed legislation, or any part thereof, would be in accord with your program. It seems to me that while the project appears to be a desirable one, there is no emergency to justify the approval of any part of the proposed legislation. The section authorizing the appropriation of funds for expenses of the Committee may be desirable. It has functioned for nearly five years, however, without direct appropriations for this purpose, and I doubt the advisability of providing funds now for a salaried secretary or other permanent employees.

In the circumstances I recommend that the proposed legislation be considered as not in accord with your program. May this office be informed by *[sic]* your wishes so that the members of the Committee who called upon me may be advised.

D. W. BELL

[Notation: AS] Harold Smith[1] I agree. FDR.

[13:OF 79:TS]

[1]Smith was sworn in as Director of the Budget on April 15, 1939.

887 ROBERT FECHNER, DIRECTOR, CIVILIAN CONSERVATION CORPS, TO ROOSEVELT

WASHINGTON, D. C., *April 14, 1939*

DEAR MR. PRESIDENT: I was greatly interested in your brief statement at our conference on last Tuesday about the place of the Civilian Conservation Corps in any plans that you may decide on for a reorganization of Federal departments and agencies. I have been in full agreement with your views that a reorganization was undoubtedly greatly needed.

I have watched efforts that were made by individuals and groups while the reorganization bill was before Congress to have some particular agency removed from the possibility of its status being changed by the President in any reorganization plan that you might decide to be desirable. I have been entirely willing to leave the disposition of the Civilian Conservation Corps to your own judgment.

My own experience and the judgment of all of those who have been actively associated with me in setting up and carrying forward the work of the Corps is that unless its set-up is completely revamped, it could not be successfully operated except as an independent agency. Four Federal departments and one independent agency have had vitally important parts in the work of the Corps. After May first three departments and one agency will still carry on the work. If the Corps is put under the jurisdiction of one department or combined with other agencies to create a new agency, I do not believe the present set-up could function. I have discussed this situation at considerable length with all of those who have been closely associated with me in this work for the past six years. Their views were not official but expressed to me simply as individuals who knew the working of the Corps as thoroughly as I do. They join with me in expressing the hope that the Civilian Conservation Corps as now constituted will be continued and as an independent agency responsible directly to the President.

If, however, you decide that this cannot be done we are of the unanimous opinion that the

Civilian Conservation Corps should be placed in a a so-called "work group" rather than "a welfare group." Although welfare has been an important feature of the beneficial effects of the Corps we have constantly striven to realize the hope that you expressed your first message to Congress in March 1933 when you asked for authority to set up this organization and stated that the Corps would engage in useful constructive work not competitive with existing industry but to develop and carry forward a comprehensive program of conservation. All of us have felt that this was one of the finest objectives toward which our efforts could be directed and we have constantly tried to instill that spirit into the enrollees as well as other Corps personnel.

I believe that the general popularity of the Corps is due in large measure to the belief of the general public that it has not been conducted as a welfare organization but has engaged in useful worthwhile work that was adding substantially to the wealth of the Nation. If the Corps is put into a group organization it will be necessary in our judgment to completely revise its set-up and method of operation. The Corps could be constituted as a self-contained work agency making its facilities available to other Federal departments or independent agencies whose activities had to do with some feature of a general conservation program. If this were done, it would be necessary in my opinion to wholly cut loose from the War Department, the Interior Department and the Agricultural Department. Any of these departments or other Federal agencies in cooperation with the states and their political subdivisions having conservation projects to be accomplished could apply to the Civilian Conservation Corps for its personnel and equipment to carry out work projects in line with the legislation under which the Corps is operating. If the proposed project were approved, the Corps would go in largely as would a contractor and perform the necessary work in strict accordance with the plans made by the department or agency.

Considerable expense would probably be involved in initially reorganizing the Corps but ultimately the cost of the Corps might be substantially reduced. If these drastic changes are made in the set-up of the Corps, it might be a proper time to revise the cash compensation now paid to the enrollees. At the present time each enrollee receives thirty dollars cash allowance per month of which not less than twenty-two dollars must be allotted to the enrollee's dependent family or deposited by the enrollee with the office of the Chief of Finance if he has no dependents. This might be changed to a cash allowance of ten, twelve or fifteen dollars per month, a substantial portion of which would have to be deposited to be paid to the enrollee on the completion of his period of enrollment. This would give the enrollee a definite sum of money when he returned to civil life.

I hope I may have the opportunity to discuss this matter with you before final decision is made and I have no doubt others closely associated with me in this work for the past several years would also appreciate an opportunity to be heard.[1]

Sincerely yours,

ROBT. FECHNER

[13:OF 268:TS]

[1]Reorganization Plan No. 1, effective July 1, 1939 (53 *Stat.* 1423), transferred the Civilian Conservation Corps to the Federal Security Administration.

888 PRESS CONFERENCE, State Dining Room of the White House, April 20, 1939, 9:10 P. M.

[Excerpt] The President: On conservation, somebody has asked about Federal water pollution legislation. I cannot answer it because there are two or three or four bills up there on the Hill. As far as I know, I have not read any of them and I do not know what is coming out. I am in favor of eliminating water pollution and that's all, I guess.[1]

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]This was Roosevelt's reply to one of a series of questions put to him at a special press conference arranged for 200 members of the American Society of Newspaper Editors.

889 ROOSEVELT TO FREDERIC A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE

[WASHINGTON] *April 21, 1939*

MY DEAR MR. DELANO: I have had very much in mind the problem presented in your letter of April 11, which accompanied the memorandum from Mr. Charles W. Eliot, the Executive Officer of the National Resources Committee, and also a memorandum initialed by Mr. Ickes.

I have had two conferences with Mr. Charles E. Merriam on this subject and hope to have another with him, and also with you, in the near future.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] HDS 2

[13:OF 1092:CT]

[1]This "subject" was the future of the National Resources Committee (see *ante,* 883). A bill, S. 19, to establish a permanent planning agency had been introduced by Senator Hayden (Ariz.) on Jan. 4, 1939, but was not reported from committee. Efforts to provide for one in the Reorganization Bill (H. R. 4425) were unsuccessful, but the 1939 Emergency Relief Appropriation Bill (H. J. Res. 326) appropriated $750,000 for the National Resources Committee for the ensuing fiscal year (to July 1, 1940). In the House an amendment by Representative Taber (N. Y.) to strike out the appropriation was defeated by a small margin; following this, Representative Ditter (Pa.) attacked the National Resources Committee as socialistic and as a New Deal propaganda agency. In the Senate, an amendment (proposed by Hayden) was adopted that changed the name of the National Resources Committee to the National Resources Planning Board, to be composed of the Federal Works Administrator and all of the department heads except State, Navy and Justice, with three other members to be appointed by the President *(Cong. Rec.,* 76th Cong., 1st sess., 84:1, 64; 84:7, 7341, 7349-7351, 7971-7972). The Hayden amendments are discussed in a letter of Delano to Roosevelt, June 17, 1939, enclosing a committee print (OF 1092); the provision for a planning board made up in part of cabinet members was removed at the President's insistence when the bill went to conference (Watson to Roosevelt, June 29, and the latter's reply, June 30, 1939, OF 1092).

The Emergency Relief Appropriation Bill was approved June 30, 1939 (53 *Stat.* 927). By Reorganization Plan I, effective July 1, 1939, the newly established National Resources Planning Board was given the functions of the National Resources Committee and the Federal Employment Stabilization Board of the Commerce Department. This board, established in 1931, advised the President on employment cycles and cooperated with the public works agencies in laying out future work projects.

[2]Harold D. Smith, Director, Bureau of the Budget.

890 THE NATIONAL RESOURCES COMMITTEE TO ROOSEVELT

WASHINGTON, *Apr. 22, 1939*

MY DEAR MR. PRESIDENT: In February, 1938, Congressman John Luecke of Michigan urged you to appoint a committee to study the economic and social conditions of the cut-over area in northern Michigan with a view to making recommendations for its rehabilitation. At your request, the National Resources Committee proceeded with the organization of a regional committee comprising representatives of three States (Michigan, Wisconsin and Minnesota) and of the Federal agencies chiefly concerned, thus extending the scope of the inquiry to include the two other States in which similar problems exist. For several years the Federal Government and the States have contributed large sums for relief and security payments, ~~without any substantial improvement in basic conditions in the area.~~ For the wise *best*[1] use of such funds in the future a general program of rehabilitation was desired. Mr. Alfred Bettman, Regional Chairman for the National Resources Committee, was instrumental in perfecting the organization, and Mr. M. W. Torkelson of the Wisconsin State Planning Board, as Chairman of the Northern Lakes States Committee, has guided the preparation of a report on these problems.

We have the honor to transmit herewith the findings and recommendations of that committee. Credit is due to the leaders and to the educational institutions in the three States for the progress which they had made previously in analyzing and correcting their own problems. By promoting land classification studies, county zoning ordinances, State laws encouraging sustained forest yield management and similar measures, the local and State groups have gone far in the direction of a sound program for the rehabilitation of the region. The report reviews the progress to date, presents the major unsolved problems, and outlines a plan for constructive action by local, State and Federal agencies.

We agree in principle with the recommendations of the Committee as to the program necessary to restore the region, and urge their prompt consideration by the Congress and the State governments.

Sincerely yours,

[13:OF 1092:TS]

HAROLD L. ICKES, Secretary of the Interior, Chairman
HARRY H. WOODRING, Secretary of War
H. A. WALLACE, Secretary of Agriculture
HARRY L. HOPKINS, Secretary of Commerce
FRANCES PERKINS, Secretary of Labor
F. C. HARRINGTON, Works Progress Administrator
FREDERIC A. DELANO
CHARLES E. MERRIAM
BEARDSLEY RUML
HENRY S. DENNISON

[1]The reason for this last-minute change in language may be surmised but the circumstances of the revision are not explained. Presumably the letter was not retyped because it had already been signed and bound with the printed report it covered: *Regional Planning, Part VIII, Northern Lake States, May 1939, Report of the Northern Lakes States Regional Committee to the National Resources Committee* (Washington, 1939). With the changes indicated, the text of the letter as here printed is the same as that printed in the report (p. iii).

891 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Apr. 28, 1939*

MEMORANDUM FOR THE PRESIDENT: It has come to my attention that Commissioner Seavey of the Federal Power Commission has referred to the Bureau of the Budget a proposed letter to Congressman Elliott in which he stated the attitude of the Federal Power

Commission on the bill to create the John Muir-Kings Canyon National Park in California.[1] It is reported that this communication urges that the legislation creating this park, now before the Public Lands Committee of the House of Representatives, be deferred until the Commission can make a detailed survey of the potential power possibilities for comparison with the value of the area as a national park.

Strong and aggressive opposition has existed to this proposal. This Opposition has been successful in delaying the creation of this park for 50 years.[2] Previously, this opposition centered around the need of proper development of the Kings River for the irrigation of a million acres of highly developed land and the generation of power to be used primarily for pumping irrigation water. Studies by the Bureau of nation and the Park Service have resulted in the coordination of the park plans with those of proponents of water conservation and power development, thus removing the only valid objection. The opposition has continued, however, with strong indications that local selfish interests have lost sight of the greatest public benefit.

A letter from the Federal Power Commission containing the recommendations which I understand are included in this draft of a letter would give much aid and support to the opposition and, I feel sure, would result in a further delay of this park proposal.

The area is now within a national forest and Secretary Wallace and Mr. Silcox have both publicly favored the creation of the park. I am confident that creation of this park would meet with your favor. For this reason, I believe the proposed letter should not be sent, and there is attached a brief statement to this effect for your signature to Mr. Seavey.[3] I strongly urge that this or a similar letter be sent to the Federal Power Commission.

HAROLD L. ICKES

[13:OF 6—P:TS]

[1]H. R. 3794, introduced by Representative Gearhart (Calif.), on Feb. 7, 1939 *(Cong. Rec.*, 76th Cong., 1st sess., 84:2, 1222).

[2]The first bill providing for the creation of a national park in this area was introduced in 1881 by Senator John F. Miller of California *(ibid.*, 84:9, 9439).

[3]Sent as the letter printed below.

892 ROOSEVELT TO CLYDE L. SEAVEY, ACTING CHAIRMAN, FEDERAL POWER COMMISSION

HYDE PARK, NEW YORK, *April 29, 1939*

DEAR MR. SEAVEY: I have seen the draft of the letter to Congressman Elliott of California which you prepared and referred to the Bureau of the Budget.[1] In this you recommend that action by the Congress on the bill proposing to establish the John Muir-Kings Canyon National Park in California be deferred until the Federal Power Commission more accurately can evaluate the potential power possibilities in comparison with the scenic and recreational values.

The creation of the John Muir-Kings Canyon National Park would protect a unique area in the High Sierra which is magnificently scenic. It has been shown that this area has no large economic value and that the potential water powers are of doubtful feasibility. Undoubtedly

the many beautiful little lakes do afford opportunities for power production, but the inaccessibility of the lakes and the cost of constructing tunnels and power plants in so wild a region would make this area less attractive for power development than many others in California.

For these and other reasons, the creation of the Kings Canyon Park is favored by those best informed about this area. Two members of the cabinet, the Secretary of the Interior and the Secretary of Agriculture, have consistently urged the passage of this legislation, which has been the subject of consideration for nearly half a century.

The opposition to the bill seems to center in Congressman Elliott and a group who do not have the views of conservation of our natural resources which I most fervently support. It is feared that a letter such as you have drafted would give much help to this opposition.

There have been many indications that some of this opposition represents people with ulterior motives, who thus lose sight of the major benefit to the Nation. It would be, therefore, very unfortunate if by some act of the Federal Power Commission the bill failed of enactment, and I therefore request that the letter as drafted be not dispatched but that the Commission do whatever it can, conscientiously, to support the establishment of this park.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]Not present; presumably returned to the Budget Bureau.

[2]Drafted by the Interior Department.

893 TOM WALLACE, EDITOR, LOUISVILLE *Times*, TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

LOUISVILLE, KY., *May 2nd, 1939*

MY DEAR MARVIN: If you will get the record of the meeting between the President and the American Society of Newspaper Editors Thursday evening, April 20th, and read a question which the President referred to as a "conservation question," and to which he replied, you will see the background of this letter.[1] But it is not necessary for you to go to that trouble.

Quite a group of ardent conservationists believe the Barkley-Spence water pollution bill lacks teeth, and that the Clark-Mundt bill should pass.[2] We believe the President a good enough conservationist to be willing to listen to our argument.

I am asking you if you will ask if a committee could see the President for any number of minutes upon which he might decide, after May 6th, and as soon thereafter as might suit the President. The committee, tentatively, would include Dr. Henry Baldwin Ward, of the University of Illinois, and Preston Bradley, Chicago clergyman, both of whom you could run down in *Who's Who In America* if you don't know them.

If we could get a few minutes with the President would he prefer a small committee, say three, as against a committee of five?

I shall be much obliged if you will let me know if it would be possible for a date to be made, and how many should constitute the committee.[3]

Sincerely,

TOM WALLACE

[13:OF 114—A:TS]

[1]*Ante,* 888.

[2]The Clark bill, S. 1691, "to prevent the pollution of the navigable waters of the United States," was introduced by Senator Clark (Mo.) on March 3, 1939, and referred to the Committee on Commerce. The Mundt bill, H. R. 4170, of the same title (and presumably the companion bill), was introduced by Representative Mundt (S. D.) on Feb. 15, 1939, and referred to the Committee on Harbors *(Cong. Rec.,* 76th Cong., 1st sess., 84:2, 1646, 2196). The effort to secure enactment of an effective anti-pollution bill is described *post,* 915, n.

[3]Answered *post,* 899.

894 ROOSEVELT TO ANTHONY J. DIMOND, DELEGATE FROM ALASKA

WASHINGTON, *May 3, 1939*

MY DEAR MR. DIMOND: I have received your letter of April 11, stating that reports are being circulated in Alaska to the effect that an attempt is being made to establish Admiralty Island as a national park or national monument for the protection of bears that live in that region.

It is my understanding that the Departments of Interior and Agriculture are considering the possibilities of Admiralty Island, along with other areas in Alaska, for addition to the national park and monument system. However, no recommendations have reached me.

I do not expect to approve any change in the administration of Alaska resources which might later prove adverse to the public interest.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 378:T]

[1](Drafted by the Interior Department.) Ickes, in his letter to Early of April 29, 1939, enclosing the draft, said that biologically Admiralty Island was one of the most remarkable areas of North America and that it should be given national monument status in order to preserve its timber and wildlife. He said that he expected to submit a form of proclamation to do this in a few days; whether he did so is not clear.

895 ROOSEVELT TO GERTRUDE ELY, Bryn Mawr, Pennsylvania

[WASHINGTON] *May 3, 1939*

DEAR GERTRUDE: Thank you for your note.[1] That Charleston paper, *The News and Courier,* represents everything that is reactionary in the South. It is the old row between the landed gentry and the field laborers, white and colored—only in this case the landed gentry

are not South Carolinians but are Northerners who have bought up the old places and use them for winter sojourns. A few of them, like Nick Roosevelt of Philadelphia, do a good job by raising cattle, etc., but most of them are distinctly rich absentee landlords. Most of the opposition to Santee Cooper comes from them, aided and abetted by the anti-Administration Democrats.

As a matter of fact, it is perfectly reasonable to admit that the success of the Santee-Cooper project cannot be guaranteed. But the fact remains that it will develop power, it will prevent floods, and will, first and last, give a tremendous lot of work.

The complaint that it will kill all the ducks from Florida to Maine is silly. As an old-line professional ornithologist, I vouch for this!

The thing is not political any more than building a schoolhouse or a bridge or a Boulder Dam or a Grand Coulee is political—and the fact remains that the opposition comes 100% from every non-liberal element in the State of South Carolina.

It was approved four years ago—it is under way—it could not be stopped even if I wanted to —and I don't.

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 3154:CT]

[1]April 27, 1939 (PPF 3154), asking if the Santee-Cooper project could not be postponed until agreement could be reached between the Government and the people of the area on the estimated costs and benefits. A copy of the *News and Courier* of April 16, 1939, was enclosed; this carried a statement of the Santee-Cooper Landowners' Association opposing the project. Gertrude Ely was a close friend of the Roosevelts. She was active in Pennsylvania Democratic circles and in the League of Women Voters.

896 JAMES H. ROWE, JR., ADMINISTRATIVE ASSISTANT TO THE PRESIDENT, TO ROOSEVELT

WASHINGTON, *May 4, 1939*

MEMORANDUM FOR THE PRESIDENT . . . JOHN MUIR-KINGS CANYON PARK BILL: Chairman Seavey of the Power Commission talked to me today about his inability to reach a compromise with the Secretary of the Interior over the Kings Canyon Park Bill. I have also talked to Mr. Youngman, one of the advisors to the Secretary of the Interior, so that I feel that I state both views accurately.

On April 24th Seavey brought over a draft of a letter which he proposed to send to Congressman Elliott. The Park Service had told him you did not wish such a letter sent and he wished to check with you. On April 29th you replied asking him not to send the letter. (See attached file.)[1]

The Power Commission wishes to add to the Park Bill a provision permitting the development of power in the Park if it becomes necessary because of the demand for power in California. The Power Commission is willing to favor the Park Bill if the following amendment is added:

"Section 5. Power may be developed from the waters of the John Muir-King's Canyon

National Park within said Park only by the United States or by the State of California or a duly authorized agency of either but with due regard for the scenic and recreational aspects of the Park, provided, that any such project shall be approved in advance of construction by the Secretary of the Interior and the Federal Power Commission. . ."

Seavey is preparing a short memorandum tomorrow indicating there is a great deal of potential power, and feels *now* is the time to protect it.

The Secretary of the Interior is opposed to any amendment. He believes the development of power in such a remote region is uneconomic and unnecessary for a long time. The Power Commission at the present time has no jurisdiction over any National Park. The Secretary of the Interior does not believe it is necessary to make an exception in the case of Kings Canyon. If at some time in the distant future it becomes desirable to develop power, Congress can then authorize it.

The Secretary of the Interior is particularly opposed to the part of the proposed amendment that permits the State of California to develop power on federal property without compensation.

Seavey says that under the present Federal Power Act, States, as well as the federal government, are entitled to a preference over private utilities to develop power and points out that if this area is made into a Park, California will lose that right, unless it is provided for by the suggested amendment.

Seavey says that a situation may eventually develop whereby the State of California will be more public power-minded than the federal government and also points out that with the exception of the present Secretary, all Secretaries of the Interior have been opposed to public power development. I do not think he will recede on his point of view about including the State of California in the language.

There seem to be at least three possible courses for you to adopt:

(1) To accept the Seavey amendment.

(2) To recommend the passage of the Bill without amendment, making the situation like that in other National Parks, where Congress must authorize power development.

(3) To take a compromise position between the two and accept an amendment eliminating the State of California, thus limiting development to the federal agencies subject to the approval of the Secretary of the Interior and the Power Commission.

When I talked to Mr. Seavey I suggested that he and the Secretary might be able to work out this problem without consulting you. Since then, however, I have learned that personalities are involved and probably it will be difficult for them to work it out without your intervention.

JHR

Respectfully forwarded: EMW[2]

[13:OF 6—P:TS]

[1]Not present.

[2]Edwin M. Watson, Secretary to the President.

897 CLYDE L. SEAVEY, ACTING CHAIRMAN, FEDERAL POWER COMMISSION, TO JAMES H. ROWE, JR., ADMINISTRATIVE ASSISTANT TO THE PRESIDENT

[WASHINGTON] *May 6, 1939*

MEMORANDUM TO MR. JAMES ROWE . . . JOHN MUIR-KINGS CANYON NATIONAL PARK BILL (H. R. 3794):

1. The proposed National Park covers the upper water bearing region of the South and Middle Forks of Kings River, California.

2. The potential annual power development of these waters is estimated at 3,600,000,000 kilowatt-hours according to the report made by Mr. Ralph R. Randall, an engineer of the Federal Power Commission in 1930. This report is the most comprehensive of any official report published on this subject. Mr. Randall did not make extended detailed surveys of this territory but relied upon basic and extensive data from studies made by the Water and Power Department of the City of Los Angeles, also studies made by the State Engineer of California and other incidental sources of information. Mr. Randall made reconnaissance examination of the territory in order to be able to utilize properly the data above indicated.

3. If the full 3,600,000,000 kilowatt-hours were developed the value of such power at the conservation figure of 5 mills per kilowatt-hour would amount to $18,000,000 annually.

4. The Federal Power Commission's concern in this matter is its duties under the law to promote the most comprehensive development and utilization of the water-power resources of the nation and their development in the public interest with due regard for recreation. The Commission is in full agreement with the purpose of the Act to preserve the primeval features of the Kings River territory. Its chief concern is the possible unnecessary loss of a large block of power to future generations of consumers of electricity.

5. The engineers of this Commission believe that a comprehensive power development of the resources of this mountain area can be so accomplished as not to affect its scenic grandeur. The greater portion of the high mountain lakes that can be used for storage are without littoral vegetation and can be raised without affecting their beauty. The reservoirs can be so operated that they will not be drawn down during the recreational season which is a comparatively short time in the summer season. Plants on the system can be so used in connection with Pine Flat and the lower plants as to permit operation of the upstream plants only after the recreational season.

6. My personal concern in this matter in addition to that as a member of this Commission is the future need of all of the possible development of hydro power in California. While California at the present time has an immense amount of cheap fuel in its oil and gas reserves this fuel is not inexhaustible and has only an estimated relatively short life. There are no resources of coal except a low grade lignite which experiments so far have shown cannot be used for cheap steam fuel, and California must eventually depend upon hydro power for cheap power to serve the potential and necessary requirements of the urban and farm territory in that State.

7. It is the belief of the Power Commission that if this potential power is to be preserved that it should be accomplished at the time of the passage of the bill creating the park, otherwise it would be extremely difficult to get any legislation through providing for this development with the hereditary opposition of the Park Service and the Secretary of the Interior in

opposition to any use or development of waters in a National Park.

8. The Secretary of the Interior recently called me and asked if it were possible that an amendment might be offered to satisfy this Commission's objections to the bill. On behalf of the Commission I offered to cooperate with him in trying to prepare an amendment. This Commission offered for his consideration as an amendment a new section 5 to the bill which would provide that power might be developed from the water of the proposed park only by the United States or by the State of California or a duly authorized agent of either with due regard for the scenic and recreational aspects of the Park and provided that any such project or development should be approved in advance by the Secretary of the Interior and the Federal Power Commission. This, I am informed, was considered by the Secretary and the Park Service with the result that the Park Service opposed any amendment which would permit future development of power and that while the Secretary was not adverse to provisions permitting the United States to develop the power, he was opposed to allowing the State of California the right of development.

9. The reason the Federal Power Commission included the State of California in the proviso was because of the fact that the Federal Power Act now gives the State of California or any political subdivision preferential rights to develop this power or any other power in the State of California. It is the belief of the Commission that all of the rights of the State of California should not be taken from it in relation to this substantial block of power which it is believed will be essential to the development of the State in the future. This Commission could have no objection to a provision that would permit the State of California or an agency there to develop power under the provisions of the Federal Power Act under which the Federal government would have the right of recapture and also to impose a charge if the power is developed by the State and sold to the public at a profit.

This Commission is willing to support the creation of the Park if an amendment to the proposed bill can be agreed upon which will preserve what we believe are policies fundamental to the larger interest of the public.

CLYDE L. SEAVEY

[13:OF 6—P:TS]

898 ROOSEVELT TO FERDINAND A. SILCOX, CHIEF, FOREST SERVICE

WASHINGTON, *May 8, 1939*

MEMORANDUM FOR CHIEF FORESTER SILCOX: How soon can we get out the bulletin on Community Forests? I am getting a good many requests for it.[1]

F.D.R.

[13:OF 149:CT]

[1]See *ante*, 873. Brown had asked Roosevelt to expedite the printing of the bulletin by the Agriculture Department in a letter of May 3, 1939 (OF 149). Silcox replied May 9 (OF 149), promising to get it printed as soon as possible.

899 EDWIN M. WATSON, SECRETARY TO THE PRESIDENT, TO TOM WALLACE, EDITOR, LOUISVILLE (KY.) *Times*

[WASHINGTON] *May 8, 1939*

MY DEAR MR. WALLACE: Reference is made to your letter of May second, addressed to Mr. McIntyre and referred to me in his absence.

I regret that it is not possible at this time to arrange the appointment you request. The President's schedule up to the end of June is so full that I have been compelled to restrict his engagements to those of an official and inescapable nature. Of course this does not indicate any lack of interest on the President's part.

As you know, the President has always been in favor of any provision which will check water pollution and promote conservation. However, the merits of the two bills in question is really a matter for Congressional consideration and it is felt that it would be extremely helpful if your committee would discuss it with the appropriate committees of the Senate and House of Representatives.[1]

With all good wishes, Sincerely yours,

[EDWIN M. WATSON]

K/MDP

[13:OF 114—A:CT]

[1]The Barkley-Spence Water Pollution Bill and the Clark-Mundt Water Pollution Bill. Wallace replied May 12, 1939 (OF 114—A), "The conservationists will, of course, be sorry that it will be impossible for them to contact the President, but it is easy, of course, to understand that his schedule is quite full."

900 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *May 9, 1939*

MY DEAR MR. PRESIDENT: The Interior Appropriation Bill for the fiscal year 1940 contains the following item:

Water Conservation and Utility Projects. For construction, in addition to labor and materials to be supplied by the Works Progress Administration, of water conservation and utilization projects, including acquisition of water rights, rights-of-way, and other interests in land, in the Great Plains and arid and semiarid areas of the United States, to be immediately available, $5,000,000, to be allocated by the President, in such amounts as he deems necessary, to such Federal departments, establishments, and other agencies as he may designate, and to be reimbursed to the United States by the water users on such projects in not to exceed 40 annual installments: Provided, That expenditures from Works Progress Administration funds shall be subject to such provisions with respect to reimbursability as the President may determine.

The language in the item was provided by the Bureau of the Budget and is in accord with the recommendations of the Northern Great Plains Committee, as set forth in its report to you, which you released for publication in October, 1938.

The comments on the floor of the House when the item was under discussion and the provisions in the item which provide for repayment by the water users in not to exceed forty annual installments (the same terms as contained in the Reclamation Act) indicate that the Bureau of Reclamation should take the lead in the planning and prosecution of the work. In addition, the Northern Great Plains Committee, in its report, proposed that the Bureau of Reclamation should be the principal construction agency, recommended that the engineering plans for all relatively large projects should be subject to approval by the Bureau, and stated that the appropriation of $5,000,000, if supplemented by aid from the Works Progress

Administration, would permit construction of the greater part of the reclamation projects included in the report.

Therefore, I propose that the Secretary of the Interior, acting through the Bureau of Reclamation, shall administer the fund after the allotments have been made by you for specific projects. A separate report will be submitted to you for approval for each project to be undertaken. This report will include a brief description of the work to be done, an estimate of the construction cost, including the proportion to be performed by relief labor, a finding on the estimated amount that could be repaid by the beneficiaries without undue burden, and recommendations for participation in the construction and operation of the project by various Federal agencies. Preparation of the first of these reports will be initiated as soon as your approval of this plan and procedure is received.[1]

Sincerely,

HAROLD L. ICKES

[13:OF 6:TS]

[1]Answered June 14, 1939, *post*, 913.

901 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *May 9, 1939*

DEAR MR. PRESIDENT: In spite of the early criticism of the Shelter belt Project, the Forest Service has planted approximately 126,000,000 trees in over 11,000 miles of shelterbelts on 20,000 Prairie-Plains farms during the past five years, and the work has been an outstanding success. The average survival to date has been about 65 percent, and growth up to 35 feet in four years is reported, with 4 to 8 feet per year rather common.

As now carried on, the farmer and the Federal Government contribute about equally to the ultimate cost of the shelterbelt establishment operation.

The farmer: (1) furnishes the planting site free; (2) furnishes fencing material to exclude livestock; (3) prepares the site for planting; (4) carries out neccesary rodent control work; (5) cultivates the trees for 3 to 5 years.

The Government: (1) furnishes technical supervision and coordinates the work between States; (2) furnishes the planting stock; (3) erects necessary fences; (4) furnishes rodent control materials; (5) plants the trees (6) gives general supervision to cultivation work to assure adequacy and quality.

My investigations have shown the work is receiving a strong local accord.

I believe the undertaking has such merit, insofar as its farm and public benefit aspects are concerned, that it should be included in any permanent public works program that may be developed.

I wish to endorse the Project as it has been carried out, and recommend that Congress be asked to give it recognition by appropriating at least sufficient funds for the Department to carry the administrative and supervisory personnel and provide basic facilities needed on a year-long basis. The Project can then be expanded or contracted, according to the employment situation, with emergency funds.[1]

Respectfully,

[HENRY A. WALLACE]

[13:OF I—C:CT]

[1]Answered below.

902 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

WASHINGTON, *May 15, 1939*

MEMORANDUM FOR SECRETARY WALLACE: I am glad to know about the success of the Shelterbelt Project. What we need on it now is publicity—in Congress and throughout the country.

Will you make a special drive to get this. You can also get Lowell Mellett to help.[1]

F.D.R.

[13:OF I—C:CT]

[1]Director of the Office of Government Reports.

903 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON *[May 20, 1939]*[1]

MY DEAR MR. PRESIDENT: With this letter I am enclosing in draft form a reorganization plan and a message of transmittal which I respectfully submit for your consideration under the Reorganization Act of 1939. The proposed plan would transfer from the Department of Agriculture to the Bureau of Reclamation in this Department the function of administering the water resources program provided for in the act of August 28, 1937 (50 Stat. 869).[2] For the reasons outlined in the proposed message of transmittal I believe this plan to be an appropriate and desirable one under the Reorganization Act, and recommend its adoption.[3]

Respectfully,

[HAROLD L. ICKES]

[13:OF 6—E:CT]

[1]This supplied date is that of the accompanying memorandum mentioned below.

[2]The Water Storage Facilities Act.

[3]With the enclosures mentioned is a memorandum, Roosevelt to Budget Director Smith, May 20, 1939, reading, "To talk over with Louis Brownlow."

904 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *May 22, 1939*

MY DEAR MR. PRESIDENT: With reference to the proposed John Muir-Kings Canyon National Park in California, and the difference between the attitudes of Mr. Seavey and myself toward the proposal, I have considered the memorandum from Mr. Seavey to Mr. Rowe of May 6, 1939, and the memorandum to you from Mr. Rowe of May 4, copies of which you transmitted to me.

I am deeply anxious that something additional be done. It would be most regrettable if the position of the Federal Power Commission, which I believe is not well taken, should block the creation of the National Park in the Kings Canyon area. There should be no necessity, in my opinion, of compromising the integrity of the National Park in an effort to open the way for a water power development at some distant future date, especially since everyone is agreed that this water power development is not needed now and is not likely to be needed in any calculable time. If and when an emergency develops in the power field in the area, it would seem to me that the Congress could be entrusted to weigh the needs of recreation and for power, and make its decision then on facts actually developed.

A letter has been prepared for your consideration, therefore, and I suggest that you send it to Mr. Seavey.[1] It answers the points raised in Mr. Seavey's memorandum of May 6, 1939.

Sincerely yours,

HAROLD L. ICKES

[13:OF 6—P:TS]

[1]Sent as the letter printed below.

905 ROOSEVELT TO CLYDE L. SEAVEY, ACTING CHAIRMAN, FEDERAL POWER COMMISSION

[WASHINGTON] *May 24, 1939*

MY DEAR MR. SEAVEY: Mr. Rowe has shown to me your memorandum of May sixth, relating to the John Muir-Kings Canyon National Park Bill (H. R. 3794).

The Ralph R. Randall report, made in 1930, in which the estimates are made of the water power and the cost of developing the power in the area which would be included in the park, seems to me scarcely adequate to support such firm conclusions as you make. I have heard no doubts raised as to general accuracy of the report with respect to the water power potentialities, but the cost estimates have been, and it seems to me justly so, seriously questioned. I understand Mr. Randall's field explorations consisted of eight days by pack horse and one day by airplane, which is hardly sufficient to provide a sound basis for making cost estimates. I understand Mr. Randall had available to him engineering data gathered by more thorough surveys by the City of Los Angeles and the State Engineer of California. It might be pointed out, however, that the City of Los Angeles, which gathered most of the data, rejected the area for water power development because of its conclusion that the costs would be too great, and that prior to the rejection of the area by the City, a private utility had also rejected the area on the same grounds.

In view of the scanty engineering information at hand, the figure of $18,000,000 given in your third paragraph as the conservative estimate of the annual value of the power, seems arbitrary. It might be much greater, but it also might be zero. The ruggedness and

inaccessibility of the area, it would appear, might greatly reduce the value when actual costs are found.

The matter apparently is resolving into a problem of determining precisely how best the public interest can be served in the Kings River Canyon.

Despite the contention that power developments in the lakes of the uplands of Kings Canyon can be effected without damaging the scenic values of the area, it is difficult for me to see how this can be done. I am informed that this is a very wild region, with no roads. I believe the power development would contemplate tunnels, penstocks, dams, generating machinery, and other works. I am afraid I cannot agree that in constructing the necessary facilities the recreational values would not be diminished.

The time is far distant when this power will be needed. I understand there remains outside of the proposed boundaries of the Park, undeveloped water power equal to all the power now used in the region which would be served. Many things may occur between now and the time when the power latent in the uplands section may be needed. I cannot see how inclusion of the area in a National Park could prevent the development of power in the future, if and when it is needed. The Congress could not be foreclosed from acting then. Creation of the Park could prevent the development of the power in the distant future only if in the opinion of the majority of the people of that time the use of the area for recreation to the exclusion of power would best serve the public interest of that day.

Certainly the best interests of the public today will be served by creation of the National Park. The possibilities of future use of the energy resources will not be lost. If the public interest at a later date requires a change in the status of the area, no harm will have been done by the establishment now of the National Park for the service of the people of this and of the intervening generations.

I do not believe it would be good public policy to reserve for a state the right to enter a National Park. The precedent would be bad and the national interest in the park would be in constant jeopardy.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]The Interior Department draft of this letter contained an additional paragraph which Roosevelt deleted. This referred to the Federal Power Commission's "duty to promote comprehensive development and utilization of the water power resources and their development in the public interest with due regard for recreation."

906 FREDERIC A. DELANO, CHAIRMAN, ADVISORY COMMITTEE TO THE NATIONAL RESOURCES COMMITTEE, TO ROOSEVELT

WASHINGTON, *May 25, 1939*

MY DEAR MR. PRESIDENT: Progress is being made along two fronts in the solution of the critical and interlocking problems of the Great Plains and the Pacific Northwest.

Although drought again threatens the Northern Great Plains, the coordination of Federal relief and rehabilitation activities is being improved through our Northern Great Plains Committee and the regional, state and county advisory groups of the Department of Agriculture. The

Interior Department Appropriation Bill made available $5,000,000 for use, in addition to Works Progress Administration labor and materials, in constructing water conservation and utilization projects which are instrumental in developing economic havens of refuge for Great Plains farmers. Plans for administration of that fund are well advanced.[1]

Recent Weather Bureau reports show a rainfall deficiency from normal during the period March 1-May 23 of 56% in North Dakota, 48% in South Dakota, and 81% in Montana. This may be the setting for another serious drought in the Northern Plains this summer, although it is too early to forecast that condition with certainty. Drought undoubtedly would cause further restless migration of farmers within and out of the area. In any event a continuation of the migration from the Great Plains to the Pacific Northwest this year is to be expected in some degree—depending largely upon rainfall conditions. Approximately 25,000 families have migrated from the Great Plains states to the Pacific Northwest since 1930.

With migrants to the Northwest settling largely on low-grade land and with every available acre on Federal irrigation projects in that area used or claimed many times over, the problem of developing settlement and other economic opportunities in the Pacific Northwest is an acute one. Free public land no longer is available. The forest industry which is the main arch in the region's industrial structure has passed the period of maximum production. The present population movement, instead of quickening economic activities, may easily lead to expanding areas of poverty-ridden settlements and to a decline in living standards. Utilizing the Public Works Administration allotment which you made for that purpose on November 14, 1938 to supplement funds appropriated to various departments, a thorough appraisal of land and migration problems in the Pacific Northwest is now being made by the interested State and Federal agencies working through the National Resources Committee. The Departments of the Interior, Agriculture and War, the Public Works Administration, and the Works Progress Administration are joining in cooperative studies of lands suitable for settlement and of settlement problems, and in preparation of programs for public works construction and for legislative action. We expect two reports from that group:

1. An interim report by July 1, 1939 summarizing the present knowledge of the Pacific Northwest problems, and recommending remedial action which may be taken promptly by Federal and State agencies and at the next session of the Congress.

2. A final report recommending a long-term program of action relating to the plans and policies of Federal and State agencies concerned with migration, land settlement, reclamation, water conservation, employment and public works in the Pacific Northwest.

The futures of the Great Plains and the Northwest obviously are linked, and Federal activities in the two areas are being planned and better integrated.[2]

Sincerely yours,

FREDERIC A. DELANO

[13:OF 1092:TS]

[1]In a letter from Delano to Roosevelt of May 12, 1939 (OF 1092), on the disposition of this fund, Delano called attention to the Oct. 14, 1938, report of the Northern Great Plains Committee, which recommended that the construction of new irrigation projects should be by the Bureau of Reclamation or such other Federal agency as would be "best adapted to the work involved," that responsibility for the operation of completed projects should rest with the Department of Agriculture, and that the latter agency should also assume responsibility for establishing on the projects persons in need of resettlement. The report (a processed document) was issued as *Rehabilitation in the Northern Great Plains, Preliminary Report of the Northern Great Plains Committee* (Washington, 1938).

[2]An attached memorandum, Roosevelt to Watson, May 27, 1939, reads: "I want a meeting, next Wednesday or Thursday, for half an hour, with National Resources and Reclamation Commissioner Page and M. L. Wilson to talk over the subject of this letter." Nothing, however, has been found in the Roosevelt papers to indicate that such a meeting was held.

907 M. O. RYAN, TEMPORARY SECRETARY NORTH DAKOTA STATE PLANNING BOARD, TO ROOSEVELT

BISMARCK, NORTH DAKOTA, *May 29, 1939*

DEAR MR. PRESIDENT: Forgive the impertinence in writing you as Chief Executive, rather than some of the administrative branches of our Government. Only grave concern for a program which appears to be still in the making prompts us to do so.

Your Great Plains committee came to the troubled great plains area and made its investigation. They suggested water and soil conservation as means by which partial rehabilitation of this area might be accomplished out of current government disbursements. Then you personally appealed to the 1938 Congress for the ear-marking of $5,000,000 in relief monies to tackle some of these jobs in the Great Plains. Finally, you urged the present Congress to pass an authorization measure and to reappropriate that sum, without the $50,000 limitation per project. Up to this point, our entire northern Great Plains feels that you have understood our great need, and sought helpful legislation which would bring permanent benefits.

Now we understand that a three-man committee is to be established, representing Reclamation Bureau, WPA and the Department of Agriculture, and that this committee will recommend the various projects which are to be undertaken with this fund. We also understand that the existing WPA labor load is to be a determining factor in the selection of projects and project sites. At this point, Mr. President, we are very fearful that the full intent of the three-year long program may fall down.

For instance, let us cite a project on the Grand river, known as the Bowman-Haley project. For long years the federal government has held title to some river bottom land which would be flooded when and if a dam and reservoir were constructed for the irrigation of down-river lands. The area has long since been organized as an irrigation district, and can legally proceed on 24 hours' notice to bind the resident landowners to a contract with the Reclamation Bureau. The Bureau has long felt that if the dam and reservoir were constructed as a relief measure, the resulting irrigation project could be entirely self-liquidating. The War Department and the Reclamation Bureau have both surveyed the watershed, and could blueprint the construction from their offices. And yet, there are no cities in the area large enough to offer a labor load under WPA which would suffice.

Bowman County has received from March 1933, to September 1, 1938, total federal benefits of $2,973,675, representing $2,511 per family. The adjoining county of Adams, which would share in the benefits, has received, during the same period, $3,806,729 or $2,784 per family. Formerly two of the state's greatest livestock counties, they have been compelled to liquidate their entire livestock holdings because of the inability to grow feed crops during these drought years. The only way they can ever safely renew their livestock population is through the assured production of local feed reserves, and this could only be accomplished through irrigation in dry years.

More than 50 percent of the farmers in that locality are now clients of the Farm Security Administration, and are being subsidized in their daily operations. But they can't begin to rehabilitate themselves until they can balance their farm production through livestock,

supplementing grains.

This three or four-year fight to develop a technique by which federal agencies can aid in the rehabilitation of some of these drought areas has had a definite objective. Now that objective could well be surrendered to an irrelevant regulation such as the existing WPA labor load. May we beg you to guard against sacrificing the workability and the practicality of the program by permitting the adoption of such regulations as would definitely prevent the accomplishment of the original objectives.

If the WPA labor load were not adequate, could a CCC camp, under the Reclamation Bureau, tackle the construction of such a dam? Or could farmers in the area, who are now under Farm Security Administration, be made eligible for assignment to the WPA, for the duration of this one project? Or could WPA labor, from surrounding cities and towns be imported and placed in concentration camps?

There are other similar projects in the western part of North and South Dakota, as well as Kansas and Nebraska. We believe that if this Great Plains program is set up in such a way as to care for the feasible projects in those areas that it need not increase the total federal spending in those sections, but that the funds so expended would do more to aid those communities in becoming again self-sustaining than any other type of federal spending which could be authorized.

Although written as a representative of the state planning board, the sense of this letter conveys the thought of our esteemed Governor, our state water conservation commission, and other state groups. We shall be honored if this appeal gains consideration.[1]

Respectfully,

M. O. RYAN

[13:OF 402:TS]

[1]Answered *post*, 916.

908 ROOSEVELT TO JOHN H. BAKER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF AUDUBON SOCIETIES, New York City

WASHINGTON, *May 31, 1939*

MY DEAR MR. BAKER: I have received your letter of May 8 concerning the disastrous effects of the recent fires in southern Florida and the action that may be taken to restore the Everglades and to prevent recurrence of such catastrophes.[1]

The destruction of so much of the natural value of the Everglades has distressed me. The action of the Florida legislature in making special arrangements to cope with the situation is important, though not entirely adequate. Appropriation of equal funds from Federal sources is now under discussion in the Congress. Personally, I would like to see an appropriation made for the study and development of methods that may prevent the recurrence of these fires.

It would seem possible to restore water to the land in question. How this may be done, however, is a complex matter, as legitimate agricultural and other interests must be protected. Secretary Ickes has asked the National Resources Committee to study the entire subject, and to submit specific recommendations.

Thank you for bringing this matter to my attention. I am anxious to do everything possible for the restoration of our wildlife.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 378:CT]

[1]Baker said (OF 378) that unwise drainage was responsible for the recent disastrous fires in the Everglades and urged that the artificial canals (such as the St. Lucie, Hillsborough, Miami, North New River, and West Palm Beach) be provided with sluice gates to maintain a controlled level of water at all seasons. Unless this were done, there would be no point in creating an Everglades National Park.

[2]Drafted by the Agriculture Department.

909 THOMAS PARRAN, SURGEON GENERAL, PUBLIC HEALTH SERVICE, TO ROOSEVELT

WASHINGTON, *June 1, 1939*

Through the Secretary of the Treasury.

MY DEAR MR. PRESIDENT: Reference is made to the pending stream pollution legislation (S. 685) which has been passed by the Senate, reported in the House with amendments, and designed to carry out the recommendations in your message of February 16, 1939.[1]

I understand that considerable opposition has developed to the bill on the part of two groups: (1) the economy bloc, and (2) the extreme conservationists who want to federalize stream pollution control through the Corps of Engineers, U. S. Army, with provisions for federal enforcement.

Senator Barkley's bill, S. 685, as now before the House, meets all of the objections cited in your veto message of June 25, 1938.

A copy of the bill now before the House, together with the report of the House Committee on Rivers and Harbors, is attached hereto.[2] I feel sure that a word from you at this time to those who guide the course of legislation in the House would do much toward securing favorable consideration of this important legislation.[3]

Sincerely yours,

THOMAS PARRAN

[13:OF 114—A:TS]

[1]Feb. 15, 1939, *ante*, 868.

[2]The report only is present: *Creating a Bureau of Water Pollution Control in the Public Health Service*, 76th Cong., 1st sess., H. R. Report No. 611 (Washington, 1939).

[3]Parran's letter was sent by Roosevelt to Budget Director Smith with a note, June 2, 1939, reading, "For preparation

of reply."

910 JAMES H. ROWE, JR., ADMINISTRATIVE ASSISTANT TO THE PRESIDENT, TO EDWIN M. WATSON, SECRETARY TO THE PRESIDENT

WASHINGTON, *June 1, 1939*

MEMORANDUM FOR GENERAL WATSON . . . JOHN MUIR-KINGS CANYON NATIONAL PARK BILL: Attached is a memorandum from Chairman Seavey of the Federal Power Commission.

As you remember, Seavey and Secretary Ickes are arguing about this bill which proposes to make the area in question a national park. Seavey, while not opposed to the bill, wants an amendment retaining power rights for the federal government *and* the state of California.

Secretary Ickes prepared a letter for the President's signature refuting Seavey's arguments.[1] The present memorandum is an answer to the Secretary's memorandum.

The argument has now reached the technical stage about whether the power potentialities of the region are worth saving. The President should not be bothered with this technical disagreement.

The practical point involved is that several Congressmen opposed to the bill want a report from the Power Commission on the subject. Seavey wants to give them this report and Secretary Ickes does not want the Power Commission to do so. The President has practically told Seavey he does not want him to make any report, but it is my judgment he is likely to prove stubborn on this point.

Although there has been some animosity on both sides, it is my judgment that a compromise satisfactory to both could be reached if only they would sit down together.

Seavey is pressing for a release from the President so that he can make his report to Congress.

JHR

[13:OF 6—P:TS]

[1]*Ante,* 905.

911 *[Enclosure]* CLYDE L. SEAVEY, ACTING CHAIRMAN, FEDERAL POWER COMMISSION, TO JAMES H. ROWE, JR.

June 1, 1939

MEMORANDUM FOR MR. JAMES ROWE . . . JOHN MUIR-KINGS CANYON NATIONAL PARK BILL (H. R. 3794): In accordance with my conversation with you last week I am submitting memorandum regarding the letter addressed to me from the White House under date of May 24th regarding the above bill.

In regard to the position taken, that the estimates of cost were not adequate, may I state that they were made by an engineer who was recognized as highly competent and was qualified in the matter of California hydraulic development. His estimates were checked and he was

assisted by other engineers in the Federal service who were qualified and experienced. It might also be of interest for you to know that this engineer in his estimates for construction work in the inaccessible parts of the development increased several fold some of the estimates made by the Los Angeles engineers, in order to be on the safe side. It might be noted that the Los Angeles engineers are also noted for their ability in California hydraulic development, and have always had the reputation of being exceedingly accurate in their estimates. I am convinced that the estimate of $18,000,000 annually as the potential value of 3,600,000,000 kilowatts can be sustained.

I wish also to call your attention to the last sentence in the first main paragraph which reads as follows: "It might be pointed out, however, that the City of Los Angeles, which gathered most of the data, rejected the area for water power development because of its conclusion that the costs would be too great, and that prior to the rejection of the area by the City, a private utility had also rejected the area on the same grounds." In conjunction with this statement I wish to call your attention to the fact that recently in California there was released a transcribed address of the Secretary of the Interior in which he made a similar statement at the time he urged the people of California to actively support the bill now in Congress.

The applications of the City of Los Angeles, Projects Nos. 98 and 122, for development of this territory, and also the application of the San Joaquin Light and Power Corporation, Project No. 226, were considered by the Federal Power Commission at hearings in Fresno, California, in 1922, and action upon the same was taken by the Commission on June 15, 1923. In relation to the applications of the City of Los Angeles, the record of the Commission shows that the applications were rejected for the reason: ". . . it appearing that all of said developments are located in whole or in part within the proposed extension of the Sequoia National Park; and it further appearing that the applicant would not be prepared within a reasonable time to proceed with the construction of said project even if permit were granted; . . ." In relation to the application of the San Joaquin Light and Power Corporation, part of that application was for development on the main river and on the south fork outside of the area in which it was contemplated to extend the national park. The part of Project No. 226 within the proposed park area was rejected for the same reasons as those given in the instance of the City of Los Angeles. Nothing in the record indicates that applicants were stopped from proceeding because of excessive costs of the development.

In this connection I might state that in 1923 as President of the California Railroad Commission I discussed with President Wishon[1] of the San Joaquin Light and Power Corporation the matter of his power development program, and in that discussion he disclosed to me the facts of the rejection of the development on the south and middle forks of the Kings River, and indicated that he believed it was a feasible development except that he was concerned about the possibility of damages below because of the storage of flood water under the then riparian doctrine of the use of waters in California. It might be noted that since then California, by constitutional amendment, followed by decisions of the State Supreme Court, has adopted the doctrine of the beneficial use of water. Mr. Wishon also told me that he presumed that so long as the Secretary of the Interior was a member of the Federal Water Power Commission that it would be of no use for him to file additional applications for the development on the Kings River.

I believe in light of the facts as disclosed by the record of the Commission as stated above and the information given me by the President of the San Joaquin Light and Power Corporation that the quoted statement from the letter and the statement in the Secretary of the Interior's transcribed address are not in accordance with the facts.

In regard to the effect that this development might have upon the recreational values of this region, I simply wish to answer by a proposed slogan: "What the Swiss have done in the

Alps of Switzerland, Californians can do in the Sierra of California if they have the opportunity."

CLYDE L. SEAVEY

[13:OF 6—P:TS]

[1]A. Emory Wishon.

912 ROOSEVELT TO SENATOR BURTON K. WHEELER OF MONTANA

WASHINGTON, *June 8, 1939*

MY DEAR SENATOR WHEELER: I have received your letter of May 17, 1939, and the enclosed communication from the National Reclamation Association, proposing that the Bureau of Reclamation be placed in charge of the program of the Northern Great Plains Committee, which has been made possible by the $5,000,000 item in the Interior Appropriation Act.[1]

The plan which I have formulated will, I believe, meet with your approval. I shall place in the Bureau of Reclamation the responsibility for conducting investigations, preparing reports, submitting recommendations to me on definite projects, and directing the construction of the projects which I approve. The Department of Agriculture will work out the problems of repayment and resettlement, receiving such assistance from the Bureau of Reclamation as may be necessary.

I will make allocations to the Bureau of Reclamation from the $5,000,000 item and expect that the application of the Bureau of Reclamation to the Works Progress Administration for other funds will receive prompt approval. Relief labor will be used to the maximum extent. Payments for work accomplished by other Federal agencies will be made by transfer of funds from the allocation to the Bureau of Reclamation. This arrangement will provide flexibility in planning and in the execution of the work and will place the responsibility for the success of the undertaking in the Federal agency which has had the maximum experience in this line of endeavor. It is also in accord with the recommendations of the Northern Great Plains Committee, as contained in its report of October, 1938.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—E:CT]

[1]F. O. Hagie, secretary-manager of the National Reclamation Association, to Wheeler, May 16, 1939. This and Wheeler's letter are present with the letter here printed.

[2]Drafted by the Interior Department.

913 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *June 14, 1939*

MY DEAR MR. SECRETARY: In order to effectuate the purposes of the appropriation of $5,000,000 for water conservation and utility projects in the Interior Department

Appropriation Act, 1940, about which you wrote me on May 9, I am requesting that the following procedure be adopted by the interested Federal departments and agencies:

1. Allocations from the $5,000,000 appropriation will be made for projects individually.

2. Recommendations for allocations will be prepared by the Department of the Interior in accordance with the general policies set forth in the report of the Northern Great Plains Committee, dated October 14, 1938, and will include the concurrence or views of the Department of Agriculture and the Works Progress Administration.

3. Each recommendation will include a description of the proposed project, an estimate of the total cost of the completed project, estimates of the work which can be performed by relief labor and of the reimbursable cost, and a statement of the proposed participation of each Federal Agency concerned together with the recommended amounts of funds to be allocated to each.

4. The Secretary of the Interior acting through the Bureau of Reclamation will be responsible for the construction of projects, except as may be otherwise recommended.

5. Recommendations will be transmitted to me through the Bureau of the Budget.

6. The National Resources Committee through its Northern Great Plains Committee will continue to coordinate these and related activities as directed in my memorandum of October 19, 1938.

I am forwarding copies of this letter to the Chairman of the National Resources Committee, the Secretary of Agriculture, and the Administrator of the Works Progress Administration for their information and guidance.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] HDS[1]

[13:OF 6—E:CT]

[1]Budget Director Harold D. Smith, in whose agency this letter was drafted.

914 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *June 14, 1939*

MEMORANDUM FOR THE PRESIDENT: Reference is made to your memorandum of June 2, 1939, transmitting to me for preparation of reply, the attached letter from the Surgeon General of the Public Heath Service,[1] with reference to S. 685, a bill to create a Division of Water Pollution Control in the United States Public Health Service and for other purposes.

The bill S. 685 does not conform, in certain more or less important respects, to the draft of bill which, after approval by you, was introduced in the House by Mr. Mansfield on February 20, 1939, as H. R. 4314. For example:

Section 5 (2) of S. 685 provides as to States, municipalities, or public bodies that no grant-in-

aid shall be made in respect of any project of an amount in excess of 33-1/3 per centum of the cost of labor, materials, etc., and is silent as to interest on or duration of loans, whereas Section 4 (2) of H. R. 4314 provides that no such grant-in-aid shall exceed 30 per centum, (3) that all loans made under this section shall be fully and adequately secured and shall have interest at the rate of 4 per cent per annum, and (4) each loan may be made for a period not exceeding 30 years.

Section 6 of H. R. 4314 provides that the Division of Water Pollution shall make estimates of the amount of money required for each year for various projects, showing the order of priority and cost of each, and also provides for review of these estimates by the National Resources Committee or such other agency as the President may designate. There is no such provision for review of the estimates in S. 685.

My principal objection to S. 685 is its underlying conception of an agency that would be able to by-pass the Bureau of the Budget, the Chief Executive, and the Appropriations Committees, by placing in the hands of legislative committees of Congress such detailed reports and recommendations regarding proposed projects and the cost thereof as would result in the enactment of legislation having the effect, as a practical matter, of an appropriation measure. This procedure would follow the procedure of the Corps of Engineers with respect to river and harbor projects, and would thus place the estimates of appropriations for water pollution projects on a more favored plane than that occupied by the ordinary estimates of appropriations for the departments and establishments.

I am wondering whether, in view of other legislation that should be disposed of during the short period remaining in the present session, you may not consider it advisable to postpone any further action on your part with respect to this water pollution legislation until the beginning of the next session of Congress.

HAROLD D. SMITH

[13:OF 114—A:TS]

[1]*Ante,* 909.

915 ROOSEVELT TO HENRY MORGENTHAU, JR., SECRETARY OF THE TREASURY

[WASHINGTON] *June 15, 1939*

MY DEAR MR. SECRETARY: I have the letter of June 1, 1939, from Dr. Parran with reference to S. 685, a bill to create a division of water pollution control in the United States Public Health Service and for other purposes, in which he suggests that a word from me would do much toward securing favorable consideration of this legislation in the House of Representatives.

While S. 685 is not subject to all of the objections that were applicable to the bill H. R. 2711 of the 75th Congress which I declined to approve, it is still different in important respects from H. R. 4314 which had my approval before introduction in Congress.

A main objection to S. 685 is its underlying conception of an agency that would be able to by-pass the Bureau of the Budget, the Chief Executive, and the Appropriations Committees, by placing in the hands of legislative committees of Congress such detailed reports and recommendations regarding proposed projects and the cost thereof as would result in the enactment of legislation having the effect, as a practical matter, of an appropriation measure.

This procedure would follow the procedure of the Corps of Engineers with respect to river and harbor projects, and would thus place the estimates of appropriations for water pollution projects on a more favored plane than that occupied by the ordinary estimates of appropriations for the departments and establishments.

I would prefer to see H. R. 4314 receive attention instead of S. 685.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 114—A:CT]

[1](Drafted by the Budget Bureau.) See veto message of June 25, 1938, *ante*, 799. H. R. 4314, introduced on Feb. 20, 1939, by Representative Mansfield (Texas), was not reported from committee. S. 685 was introduced by Senator Barkley (Ky.) on January 16. From his explanation of the bill it appears that Barkley was under the impression that the objections voiced by the President in his veto of H. R. 2711 had been met. In the Senate debate on April 27, however, Clark (Mo.) noted that Acting Secretary of War Johnson had reported to the chairman of the Senate Commerce Committee that the Budget Bureau had declared S. 685 not in accord with the President's program. Senator Clark moved adoption of his own bill, S. 1691, as an amendment (in the nature of a substitute) to the Barkley measure. S. 1691, similar to the Lonergan bill of the previous session, would have provided for the enforcement of anti-pollution measures through court action and would have established a division of water pollution control in the Corps of Engineers of the Army. It was vigorously supported by the Izaak Walton League and other conservationist organizations, which condemned the Barkley bill as ineffectual and harmful. Bills similar to the Clark measure, H. R. 4170 and H. R. 6723, were introduced in the House by Representative Mundt (S. D.), but neither was reported from committee.

Clark's amendment was defeated. Senator Danaher (Conn.), who with Clark objected to that provision of S. 685 whereby Federal grants or loans for the construction of pollution-abatement facilities could be made to agencies, public or private, that had themselves caused pollution, then offered an amendment. This provided for action by the United States District Courts against the perpetrators of pollution nuisances. Senators Austin (Vt.) and Taft (Ohio) attacked the proposed amendment as impossible of enforcement and it was defeated. S. 685 was then passed by the Senate; in the House it was referred to the Committee on Rivers and Harbors. This committee reported the bill (much altered), but it was not acted upon during the session *(Cong. Rec.*, 76th Cong., 1st sess., 84:1, 355; 84:2, 1446, 1645-1646, 1732-1733; 84:5, 4842, 4848-4856, 4911-4931, 5089, 5408; 84:14, 3345-3348).

916 ROOSEVELT TO M. O. RYAN, TEMPORARY SECRETARY, NORTH DAKOTA STATE PLANNING BOARD, Bismarck

WASHINGTON, *June 19, 1939*

MY DEAR MR. RYAN: I have received your letter of May 29, 1939, in which you discuss various phases of the program for partial rehabilitation of the Northern Great Plains through the building of Water Conservation projects, and express concern that the availability of local WPA labor may be the determining factor in the selection of projects.

A committee composed of representatives from the Works Progress Administration, Department of Agriculture, Bureau of Reclamation, and Northern Great Plains Committee of the Water Resources Committee, has been established primarily to coordinate the efforts of all agencies involved in this program. It will also review the data concerning each proposed project and submit recommendations for the use of the Bureau of Reclamation in the preparation of its recommendations to me.

Among the factors to be considered in the study of each project will be the engineering and economic feasibility and also the available labor on relief rolls. This latter factor is important but relief labor can be obtained from a wide area and assembled in construction camps.

Farmers in the vicinity can be employed whenever practicable and, if the available labor supply is inadequate, the time for completing the project may be extended beyond the one-year period now contemplated for most projects.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 402:CT]

[1]Drafted by the Interior Department.

917 ROOSEVELT TO HARRY H. WOODRING, SECRETARY OF WAR

WASHINGTON, *June 27, 1939*

MEMORANDUM FOR THE SECRETARY OF WAR: I approve the Whitney Dam (Brazos River) project, together with installation of power plant. The whole development of flood control storage, studies of power costs, etc., should be conducted in constant cooperation with the Federal Power Commission and the National Resources Committee.

Please advise the Congressional Committee of this.

F. D. R.

[13:OF 132—C:CT]

918 ROOSEVELT TO NELSON C. BROWN, New York State College of Forestry, Syracuse University, Syracuse, New York

[WASHINGTON] *June 29, 1939*

DEAR NELSON: Thank you for your letter.[1] I am glad you are going abroad again on the seventh, and I am sure you will have a very successful trip.

The drought at Hyde Park is serious and during the past four days we have been watering the trees—but I fear that unless we get some really soaking rain in the next week, we are going to have a high percentage of loss.

I look forward to seeing you when you get back.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:PPF 38:CT]

[1]June 27, 1939 (PPF 38), expressing concern over the newly planted trees on the Roosevelt estate and saying that he was going to Europe to study community forest development.

919 ROOSEVELT TO HENRY P. KENDALL, PRESIDENT, THE KENDALL COMPANY, Boston

[WASHINGTON] *June 30, 1939*

DEAR HARRY: Thank you for your letter of May thirty-first and for the comprehensive picture you have drawn of the possibility of having major forestry enterprises in the South make a large contribution to the southern social and economic situation.[1] I believe the facts will bear out the conclusions you have drawn and it only remains to develop a comprehensive program that will get results in the form of increased forest production on a permanent basis on the part of the farmers and timberland owners of the southern States. You suggest a three-point program, with which I am in thorough accord and to which I have given real consideration.

You probably know that for many years the Department of Agriculture has been carrying on, through the Extension Service, an educational campaign in an effort to develop forestry knowledge and a forestry consciousness throughout the entire country. Perhaps the limitations on these efforts have so circumscribed the results that they have been inadequate. Two years ago I approved the so-called Norris-Doxey Act which provides for an expansion along this line and I have every hope that with this expansion the educational needs of the situation will be adequately met.

As a part of any educational program, effective demonstrations are, as you suggest, a very vital tool to use. I am informed that the State Extension Foresters, working with the Forest Service, State Forestry agencies and the C. C. C., have developed a plan of establishing demonstration areas which is being put into effect generally throughout the East. Of necessity these demonstrations have to be established through arrangements with the owners of private forest lands and such contributions as you have made are extremely helpful. I am in thorough accord with your idea that this is a vital part of the entire program.

As you know, at my request, the Congress has appointed a Joint Committee to study the whole forest problem and to make recommendations to the Congress. It is my hope that this Committee will bring about recognition of the possibilities of a real national forest conservation program and make definite recommendations leading to its initiation. I am keenly interested in the subject and I hope that you will make an effort to see that the facts of the situation are pointed out to the Committee.

For a long time I have felt that the forest lands of the United States offered one of our largest opportunities to use surplus labor in the building up of our national wealth. I have given this matter a good deal of thought and study and recently reviewed a proposal of the Forest Service that involved the use of private forest lands under an arrangement that would assure the return of all or part of the public expenditures and at the same time encourage the private owners to carry on permanent forest enterprises.[2]

I am suggesting to the Forest Service that they inform you of this proposal and I know they will be interested in your reaction to it.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

WDH—MW

[13:PPF 2912:CT]

[1]In his letter (PPF 2912), Kendall, a prominent cotton manufacturer and a member of the Business Advisory Council of the Department of Commerce, described the problem created by the rapid population growth of the

South and the declining importance to it of cotton culture. He proposed a program of forest restoration, to consist of education in forest conservation, demonstration plantings, and uniform state legislation to encourage proper silviculture.

[2]Roosevelt apparently here refers to the proposal made by Wallace in his letter of March 15, 1938, *ante,* 759.

[3]Drafted by the Agriculture Department. Hassett made some minor revisions in the draft.

920 MARGUERITE A. LEHAND, PRIVATE SECRETARY TO THE PRESIDENT, TO I. VAN METER, *Time,* New York City

[WASHINGTON] *July 15, 1939*

MY DEAR MR. VAN METER: I have shown your letter of June twenty-third to the President, with respect to the question as to who is entitled to the credit for the conception of the Civilian Conservation Corps.[1]

Basically the idea is one of conservation of forests and water and soil. No one alive today can claim to have originated the idea of conservation. True, it has become, in our generation, a more pressing need than ever before, as the tragic results of centuries of heedlessness and waste have piled up and become increasingly menacing. Modern wisdom and statesmanship is willing to spend public funds in the cause of conservation in order to prevent even greater and irreparable loss of public resources in the days to come.

Early in the President's political life, in the Senate of the State of New York in 1910-1913, he was interested in conservation. Later, as Governor, he took part in instituting a program of reforestation and soil conservation on a scale never before attempted in that State. Typical of his views in those days are several addresses printed in Chapter XX of Volume I of his presidential *Public Papers.* Others may be found in his gubernatorial *Public Papers,* for 1930 and 1931.

Reforestation was tied up in his program with the whole subject of proper land utilization. Forests were replanted on submarginal farm land, which was not longer serviceable for other crops and which had been purchased by the State for the purpose of planting vast areas of trees upon them.

As the depression of 1929 continued and deepened, and as the Federal Government continued to refuse to accept responsibility for feeding and clothing and sheltering the unemployed, it was in his opinion the duty of the respective States to take up the burden to the limit of their resources. Therefore, the State of New York, in his term as Governor, definitely assumed the responsibility of providing public work for the unemployed where possible and of providing the necessities of life to those for whom work could not be provided.

Essentially, the Civilian Conservation Corps idea is merely a combination of these two thoughts: (1) putting people to work with public funds, and (2) conserving forests, water and soil.

As he looks back upon the origin of his message to the Congress in the Spring of 1933 on unemployment relief in general, in which was included the proposal for the Civilian Conservation Corps, he cannot find that the idea of the Civilian Conservation Corps was taken from any one source. It was rather the obvious conflux of the desire for conservation and the need for finding useful work for unemployed young men. This type of work had the added advantage of not providing competition with private enterprise.

The details of the project as finally worked out were shaped and formulated with the object of meeting the necessity for quick action over as wide an area as possible. They were changed from time to time only as experience showed the way to improvement.

I trust this answers the question in your mind as to the "actual origin of the CCC." This letter is not to be published or quoted from.[2]

Very sincerely yours,

[MARGUERITE A. LEHAND]

[13:PPF 2265:CT]

[1]Van Meter referred to a statement in the magazine *Time* of Feb. 6, 1939, on the origin of the Civilian Conservation Corps, to which a reader had taken exception (PPF 2265).

[2]Drafted by Samuel I. Rosenman, Special Counsel to the President.

921 HENRY M. KANNEE, ASSISTANT TO MARVIN H. MCINTYRE, TO EDWIN M. WATSON, SECRETARY TO THE PRESIDENT

WASHINGTON, *7/18/39*

MEMORANDUM FOR GENERAL WATSON: Mr. Monson Morris telephoned that he would like to have not more than five minutes this afternoon for:

Himself

Mr. Putnam, Pres. of the Farm Bureau[1]

Mr. Ogg of the Grange

Harry Kendall of Boston

Ovid Butler of the American Forestry Ass'n.

"We have now whipped the Fulmer Forestry Bill into shape. It contains many suggestions made by the President in his letters to me. We have one or two revisions on which we want to get his OK. After we get his approval, we are going to make a concerted effort to get the Bill through this session."

K.

[Notation: AS] What are The Pres.' wishes EMW

He is awfully sorry but just cannot see Mr. Morris [EMW][2]

I put them on to Sec Wallace K

[13:OF 149:T]

[1]George M. Putnam.

[2]Watson's first note was directed to Roosevelt; his second to Kannee.

922 MONSON MORRIS, PRESIDENT, AIKEN COUNTY (S. C.) FOREST PROTECTIVE ASSOCIATION, AND HENRY P. KENDALL, PRESIDENT, THE KENDALL COMPANY, TO ROOSEVELT

WASHINGTON, D. C., *July 18, 1939*

DEAR MR. PRESIDENT: In accord with General Watson's suggestion, we transmit herewith request for the action we desired to discuss with you today.

You are familiar with the proposal of the Forest Service as endorsed by the Secretary of Agriculture covering a plan to lease and place in effect cooperative agreements with private forest landowners looking to the restoration of such lands and the creation of jobs through this process. This proposal has received wide endorsement and a bill (H. R. 800) has been introduced that would, in a very limited way, initiate operations. H. R. 800 has received consideration by members of the Farm Bureau, the Grange and others and they have suggested certain changes which we consider very much in the public interest. Specifically the changes suggested by the members of the Farm Bureau and the Grange involve a clearcut definition between farmer-owners and non-farm owners, as well as a democratic process of effectuating the act.

Consideration has been given to the bill as amended by Senator Walsh and endorsed by him. It would therefore be appreciated if you could suggest to Congressman Fulmer that his bill be amended to conform to the desires of the Farm Bureau and the Grange as indicated in the attached draft of the legislation as they propose it.

It would probably help passage in this session if Senator Walsh could receive some encouragement on the suggestion which he had made of endeavoring to secure the signatures of Senators Bankhead, LaFollette and Byrnes of South Carolina, with his own.[1]

Very sincerely,

MONSON MORRIS
HARRY KENDALL

[APS] Dear Franklin Mr Kendall and I have seen Congressman Fulmer and feel sure he will change his bill if you urge it. Sorry not to have seen you. MONSON MORRIS

Dear Mr President—This will carry out nationally just the ideas I expressed to you. HARRY KENDALL

[13:OF 149:TS]

[1]H. R. 800, "To authorize the Secretary of Agriculture to enter into cooperative agreements with farmers, with States, and with . . . political subdivisions of States to lease forest lands . . .", was introduced by Fulmer (S. C.) on Jan. 3, 1939, but was not reported from committee. Similar bills were introduced late in the session: H. R. 7271, by Fulmer, on July 18, and S. 2927, by Walsh (Mass.), Byrnes (S. C.), Brown (Mich.), and LaFollette (Wis.), on July 31. On Feb. 14, 1940, Fulmer reintroduced his bill as H. R. 8550. None of these was reported from committee *(Cong. Rec.*, 76th Cong., 1st sess., 84:1, 31; 84:9, 9460; 84:10, 10460; 3d sess., 86:2, 1674). The bills are described *post*, 1038.

923 CHARLES W. ELIOT, DIRECTOR, NATIONAL RESOURCES PLANNING BOARD, TO RUDOLPH FORSTER, EXECUTIVE CLERK, WHITE HOUSE OFFICE

WASHINGTON, *July 18, 1939*

DEAR MR. FORSTER: In accordance with our conversation this morning I am submitting the following notes concerning the "clearance" of the report on "Kings River and Tulare Lake" submitted to the Resources Planning Board[1] by the Chief of Engineers[2] on July 12 in accordance with the instructions of the President.

Upon checking up on agencies interested in the problem, our Water Resources Committee found that the Bureau of Reclamation has just completed its own separate report on the same problem, which we are told differs from the recommendations of the Army Engineers in respect to the design and cost of works and the allocation of costs among irrigation and flood control beneficiaries.

The report of the Reclamation Bureau has not been made available to us "in view of the President's instructions to keep it confidential until the conference on Wednesday." We understand informally that the conference referred to has been called by the President for tomorrow and includes Secretary Woodring and Secretary Ickes and is concerned primarily with the Kings River problem.

We believe that the President should know that this Kings River dispute between the Army Engineers and the Reclamation Bureau is only one of a number which have been referred to us in recent months. The proposed dam at Wagon Wheel Gap in the Upper Rio Grande Valley, the Cherry Creek Project in Colorado, and other projects involve similar issues. We have been working on these problems for several months through the Water Resources Committee on which all of the agencies concerned (Army, Interior, Agriculture, Power, Public Health, and Tennessee Valley Authority) are represented. A word from the President to the conference tomorrow, requesting these agencies to cooperate with the National Resources Planning Board in developing a system of joint investigation and joint reporting, would be most helpful.

We are glad to be of service in clarifying and suggesting solutions for these problems, and believe that with the President's interest and support, and given time for adequate study, we can make a useful contribution.

Sincerely yours,

CHARLES W. ELIOT

[13:OF 1092:TS]

[1]The National Resources Planning Board replaced the National Resources Committee on July 1, 1939.

[2]Julian L. Schley.

924 ROOSEVELT TO REPRESENTATIVE EDWARD T. TAYLOR OF COLORADO, CHAIRMAN, HOUSE COMMITTEE ON APPROPRIATIONS

WASHINGTON, *July 19, 1939*

MY DEAR MR. TAYLOR: On September, 1937, there was enacted into law a measure reasonably calculated to insure to the Eskimos and other natives of Alaska, a food supply in perpetuity by eliminating all non-native ownership of reindeer, by providing for the conservation of the range, and the protection of the herds.[1]

Basic to the humanitarian purposes of the Act is its authorization of an appropriation of $2,000,000 to purchase those herds now owned by non-natives. No appropriation has, however, been made, although the passage of the measure was preceded by prolonged consideration, and although the provisions of the Act have been supported by investigations subsequent to its passage made under the immediate direction of the Chairman of the House and Senate Committees on Appropriations.

I am deeply interested in the efforts of these people in their struggle to preserve for the future the only controllable food supply for which the tundra areas of Alaska are suitable. In the press of other matters, I hope the commitments of the Reindeer Act of 1937 may not be forgotten and that those who are dependent upon reindeer may be enabled by an adequate appropriation to regain full possession of the industry upon which their future depends, to protect their herds from the inroads of predators, to conserve the grazing areas, and otherwise to reap the full benefits of the reindeer industry.

It must be remembered that reindeer were imported to Alaska at the close of the last century to replace in some measure the indigenous food supply of the natives, which had been depleted by the expansion of American commerce and industry, and it seems only logical that we now should take the steps called for by the Reindeer Act.

I trust this matter will receive the earnest consideration of your Committee and of the Congress.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 3396:CT]

[1]50 *Stat.* 900.

[2]This letter was drafted by the Interior Department. In his note to Roosevelt enclosing the draft, July 19, 1939, Ickes said that it had been prepared at the request of Representative Taylor. An appropriation of $795,000, in the form of an amendment to the Third Deficiency Bill (H. R. 7642), was debated by the House in Committee of the Whole on Aug. 2, 1939. This was opposed by Representatives Colmer (Miss.), Schafer (Wis.) and Taber (N. Y.), who argued that it was merely an attempt to give relief to unsuccessful speculators (the owners of the private reindeer herd), and was a socialistic effort to put the Government in business. Defenders of the appropriation, including Representatives Taylor (Col.), Faddis (Pa.), and Alaskan Delegate Dimond, urged its adoption as an humanitarian measure and as a means of making the natives self-supporting. In the course of the debate Taylor read the President's letter into the *Record.* The amendment was adopted and was incorporated in the act as approved Aug. 9, 1939 *(Cong. Rec.,* 76th Cong., 1st sess., 84:10, 10845-10850; 53 *Stat.* 1031).

925 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, *July 22, 1939*

MEMORANDUM FOR THE PRESIDENT: The First Assistant Secretary of the Interior[1] has referred to this office the attached draft of legislation to provide for the establishment of the Katahdin National Park in the State of Maine and proposed letter of transmittal to the Speaker of the House of Representatives.[2]

The proposed park would have an area of about 328,000 acres. There are numerous lakes and

streams in the area. Mt. Katahdin, rising to an elevation of 5,200 feet, is the principal feature of the area, and is included in a State Park. The proposed legislation provides that the land required for the park shall be acquired by public or private donation rather than by the appropriation of public funds, and that upon establishment of the park, it shall be permanently reserved as a wilderness. Development of facilities and services for public convenience, including such roads as may be desirable, is to be restricted to that portion of the area not more than 800 feet above sea level. A provision is contained in the bill which would authorize the Secretary of the Interior, in his discretion, to eliminate the area in the State Park from the proposed national park.

The present Baxter State Park was donated to the State of Mane by former Governor Baxter. Recently Mr. Baxter has acquired additional lands within the proposed national park area and he has announced that these lands will be given to the State for State Park purposes. The Department advises that Mr. Baxter is not in favor of the inclusion of the State Park, or the additional lands acquired by him, in the proposed Katahdin National Park.[3]

On July 11, 1938, Acting Director Bell transmitted to you a proposed favorable report of the Secretary of the Interior to the Chairman of the House Committee on Public Lands, on H. R. 6599, 75th Congress, providing for the establishment of the Katahdin National Park,[4] and called attention to the fact that since Mount Katahdin was already adequately protected by being included in the Baxter State Park, there would seem to be no justification for the establishment of a national park, and requested instructions from you before advising the Secretary of the Interior as to the relation of the proposed legislation to your program. The files of this office fail to show that any instructions were received from you and no further action was taken by this office.

It seems to me that the Secretary of the Interior should be advised that the proposed legislation would not be in accord with your program; however, I shall await your instructions before communicating with him.

HAROLD D. SMITH

[Notation: AS] H.D.S. Not this year FDR

[13:OF 79:TS]

[1]Ebert K. Burlew.

[2]Neither is present.

[3]Gifts by Baxter in 1939 enlarged the park to an area of 48,000 acres. See "Mount Katahdin Established as State Park," in *The Living Wilderness,* IV (March, 1939), 11-12.

[4]The only transmittal letter from Bell answering this description is dated June 11, 1938 (OF 6—P), and this is apparently the one meant. A note attached to this letter, Roosevelt to Ickes, June 14, 1938, presumably referring to Ickes' report, reads, "Will you speak to me about this after your return?"

926 ROOSEVELT TO HARCOURT A. MORGAN, CHAIRMAN, BOARD OF DIRECTORS, TENNESSEE VALLEY AUTHORITY, Knoxville

WASHINGTON, *July 28, 1939*

MEMORANDUM FOR DR. HARCOURT A. MORGAN: That is an interesting study of the

work of the Land-Grant Colleges.

It is my plan to stop in the TVA territory in November on my way to Warm Springs—and on this trip to avoid paying any attention whatsoever to the power development and to concentrate on fertilizer, forestation, soil erosion, transfer of population, standard of living, etc., etc. Will you and Jim and Dave[2] work on a trip of this kind, figuring that I could get to the northeastern end of the Valley one morning, spend the day, move by night to the southwestern end of the Valley and leave the second evening for Warm Springs?

I told Dave about this the other day.

F.D.R.

[13:OF 42:CT]

[1]Carleton R. Ball, *A Study of the Work of the Land-Grant Colleges in the Tennessee Valley Area in Cooperation with the Tennessee Valley Authority* (1939), enclosed in Morgan to Roosevelt, July 25, 1939 (OF 42): "The study describes the way in which the Authority's developments in the interest of soil conservation and control of water on the land have been translated into the varying farm programs of the people of the region . . ."

[2]James P. Pope and David E. Lilienthal were the other two members of the TVA Board of Directors.

927 ROOSEVELT TO HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *July 28, 1939*

MEMORANDUM FOR THE DIRECTOR OF THE BUDGET: I agree with the Secretary of the Interior.[1] Please have it carried out so that fur-bearing animals remain in the Department of the Interior.

You might find out if any Alaska bears are still supervised by (a) War Department (b) Department of Agriculture (c) Department of Commerce. They have all had jurisdiction over Alaska bears in the past and many embarrassing situations have been created by the mating of a bear belonging to one Department with another bear belonging to another Department.

F.D.R.

P.S. I don't think the Navy is involved but it may be. Check also on the Coast Guard. You never can tell!

[13:OF I—F:CT]

[1]Ickes opposed a proposal of the American Fox and Fur Breeders Association that the functions of the fur-animal research of the Bureau of Biological Survey be returned to the Department of Agriculture (Ickes to Roosevelt, July 21, 1939, OF 378). The Bureau of Biological Survey and the Bureau of Fisheries (of the Commerce Department) were transferred to the Interior Department on July 1, 1939, under authority of Reorganization Plan II.

928 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *July 31, 1939*

TO THE CONGRESS OF THE UNITED STATES: Exploitation of our resources has

created many problems, but none more pressing than in those areas of the United States where a basic resource has been mismanaged and the principal industry has moved or waned, leaving the working population stranded.

The cut-over region in the northern part of the States of Michigan, Minnesota and Wisconsin was once the scene of a flourishing lumber industry. Today a large section of the population in that area depends for its very existence on public ads, work relief, and security payments. The large expenditures for these purposes in the area have enabled these people to survive, but could not provide a satisfactory permanent solution to their problem.

Members of Congress representing the region appealed some time ago for aid in developing a program to assist the people in the area to find a way of life that would provide opportunity and reasonable security. The problem is now to make the best use of the natural and human resources of the area.

Over a year ago the National Resources Committee began a study of the region, establishing large local committees in order to insure accurate representation and true understanding of the local point of view. Individual reports were prepared by groups representing the cut-over areas in the three States. From these individual reports a summarized version of what is thought to be a feasible program has been developed. This summary constitutes the most recent in the series of regional reports by the National Resources Committee and is entitled "Regional Planning, Part VIII—the Report of the Northern Lakes States Regional Committee."

I am asking that the National Resources Planning Board keep in touch with the regional committee, which sponsored this report, to assist the regional committee in promoting correlation of activities of Federal, State and local agencies concerned with bringing about the accomplishments desired. I commend the report to your careful study for what ever action may be appropriate.[1]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES:M]

[1]In the Senate the message was referred to the Committee on Agriculture and Forestry; in the House, to the Committee of the Whole House *(Cong. Rec.,* 76th Cong., 1st sess., 84:10, 10512, 10601).

929 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

MARION, VIRGINIA, *August 4, 1939*

[Telegram] THE PRESIDENT. Kings Canyon bill passed House in satisfactory form and has been reported favorably by public lands committee of Senate by unanimous vote. I would appreciate it very much if you would indicate to Senator Barkley that you would like to have this bill passed at this session. So far as I know there is little opposition, but it may not be possible to get it through by unanimous consent.[1]

ICKES

[Notation: A: TULLY] General Watson will you phone this to Barkley if they do not adjourn until tomorrow

[Notation: AS] too late E.M.W.

[13:OF 6—P:T]

[1]The House Committee on Public Lands held hearings on H. R. 3794 from March 15 to April 6, 1939: *Establishing John Muir-Kings Canyon National Park,* Hearings, 76th Cong., 1st sess., on H. R. 3794 (Washington, 1939). The report of the committee is also printed, *Establishing Kings Canyon Wilderness National Park, Calif.,* H. Rept. 718, 76th Cong., 1st sess. (Washington, 1939). On July 28 the bill was taken up by the Committee of the Whole House. The debate was acrimonious, with two members of the California delegation, Englebright and Elliott, vigorously opposing the bill. The former said that the future of the agricultural area served by the Kings River depended on cheap power and that creation of the park would preclude development of such power. To this, supporters of the bill, led by its sponsor, Gearhart (Calif.), replied that the Army Engineers and the Bureau of Reclamation agreed that all feasible reservoir sites were located outside the proposed park.

Elliott charged that the Forest Service, which had opposed a similar bill in the previous Congress, had changed its stand only because "pressure was brought to bear," and that a Federal Power Commission representative had feared to continue giving testimony adverse to the bill before the Public Lands Committee. Gearhart's defense of the bill was aided by Voorhis, also of California, who said that ". . . the most reasonable use for this area of surpassing scenic beauty . . . is that it should be converted into a national park."

The bill had been reported with the following amendment: "But nothing herein shall prevent the construction upon said lands of such works as may be recommended by the Chief of Army Engineers or the Bureau of Reclamation for the control of floods or for the use or conservation of water for irrigation or hydroelectric power in the areas adjacent or contiguous to said lands." Cochran (Mo.) moved to strike this out because it would set a dangerous precedent: parks should be parks and not areas of commercial exploitation. White (Idaho) supported the amendment and urged the members to "get away from this sentimental scheme to keep people from utilizing the natural resources of this country." The Cochran motion carried, however, and the bill was passed by the House.

In the Senate the bill was reported favorably (August 3) but was not acted upon until the third session. Brought up Feb. 19, 1940, it was passed the same day after speeches in opposition by Pittman (Nevada) and Ashurst (Ariz.) *(Cong. Rec.,* 76th Cong., 1st sess., 84:9, 9434-9454, 9476; 3d sess., 86:2, 1587-1592). The act was approved March 4, 1940 (54 *Stat.* 41). Details of the long struggle to bring Kings Canyon within the protection of the national park system may be found in Robert Shankland's *Steve Mather of the National Parks* (New York: Knopf, 1951), *passim.*

930 EDWIN M. WATSON, SECRETARY TO THE PRESIDENT, TO ANTHONY J. DIMOND, DELEGATE FROM ALASKA

WASHINGTON, *August 4, 1939*

MY DEAR MR. DIMOND: Receipt is acknowledged of your letter of July 7 enclosing a copy of a telegram to you from the United States Commissioner at Unalaska[1] protesting the proposed plan for reorganizing fox farming and the protection of wildlife in the Aleutian Islands Reservation.[2]

This matter is under consideration in the Department of the Interior. During the past three seasons, the Biological Survey has conducted investigations throughout the Aleutian Chain and has ascertained that the present system of utilizing practically all of the islands for the production of blue foxes is working to the great disadvantage of the bird colonies owing to the heavy drain on them as a source of food for the foxes. As you are no doubt aware, the lack of means for adequate supervision of this reservation has resulted in the development of unsatisfactory conditions, particularly from the standpoint of the natives and from that of the wildlife resources of the area. The sea otter colonies that are gradually returning in the Aleutians are also an important factor to be taken into consideration.

The Biological Survey has now established resident supervision in the area, and with the cooperation of the Office of Indian Affairs, which has charge of the native interests, it is

prepared to inaugurate and carry out efficient administration of the area.

The necessary amendments to existing regulations for carrying out the proposed plan have not as yet been adopted by the Department of the Interior, and I have every reason to feel that careful consideration will be given to any changes found necessary to accomplish the desired results.

It is deemed highly desirable to discontinue the practice of issuing individual permits to natives, and it is planned to revoke all such outstanding permits and, where the islands are not to be devoted exclusively to wildlife conservation, to reissue the permits to the native village or community of which the former permittee was a member. The many advantages that will accrue to the general benefit of the natives under this procedure are obvious. In the case of private individuals and interests, every possible consideration will be given to the protection of their investments. As you are doubtless aware, the fox farming industry in the Aleutians has been greatly over-capitalized, notwithstanding the provisions of regulations designed to prevent speculation. Moreover, this situation has reacted greatly to the disadvantage of the natives. It is contemplated that the close supervision which the Government is now prepared to exercise in the Aleutians will gradually eliminate this influence.

Where it is necessary to retire certain islands from fox farming for the protection of the colonies of birds or sea otters, every possible consideration will be given to the former permittees in the matter of trapping or capturing and removing their stock from the islands, and in granting permits for the use of other islands in lieu of those retired from fox farming. It was first thought that normally such transfers could be accomplished in about one year, but upon giving the matter further study, it is realized that more time will be necessary in specific instances to protect the investments of the owners. You have already called attention to a few cases that require particular consideration and I wish to assure you that every case will be given careful study with a view to protecting these private interests.

I am in accord with the general plan for improving conditions in the Aleutians and am reassured by the Secretary of the Interior and the Chief of the Biological Survey that the utmost attention will be given to individual cases before final decisions are reached with respect to the more important islands involved.

Since the Biological Survey and the Office of Indian Affairs are now in a position to keep the islands under constant observation and to continue studies and research on the various problems, there would seem to be no need for the appointment of a special committee to study the matter, as suggested by Commissioner Martin, before initiating action along the lines contemplated, with the considerable expense that would be involved in such a special investigation.

It will be appreciated if you will keep in close touch with the Chief of the Biological Survey and the Secretary of the Interior in working out the solutions to these problems.[3]

Sincerely yours,

[EDWIN M. WATSON]

[13:OF 378:CT]

[1]Jack Martin.

[2]OF 378.

[3](Drafted by the Interior Department.) With this letter is a six-page memorandum dated July 14, 1939, on the safeguarding of the interests of the natives and the protection of the wildlife of the region prepared for the Secretary of the Interior by Director Ira N. Gabrielson of the Bureau of Biological Survey.

931 STATEMENT BY ROOSEVELT ON HIS VETO OF AN ACT AFFECTING THE GRAND CANYON NATIONAL MONUMENT

THE WHITE HOUSE, *August 7, 1939*

MEMORANDUM OF DISAPPROVAL: I have withheld approval of S. 6, entitled "An Act To return a portion of the Grand Canyon National Monument to the public domain."

I am constrained to veto this legislation, which proposes to return approximately 148,159 acres within the Monument to the public domain, because it appears that insufficient consideration has been given to the matter.

While appreciating the needs of the stockmen, and the desirability of affording them range facilities on the public domain when it can be done without unnecessary damage, I think that the stockmen will not be harmed by the delay necessary for full consideration of this subject. Grazing can be continued under special permits of the Department of the Interior while a further survey on the ground is being made of the lands proposed to be eliminated from the National Monument.

Before approving any measure which would eliminate lands from any national monument, I would want to receive a report from representatives of the National Park Service based upon a thorough investigation of the lands proposed for elimination from the Monument.

For the foregoing reasons, I am compelled to withhold my approval of the bill. I seek especially a report on the possibilities of this area for tree growth.[1]

FRANKLIN D. ROOSEVELT

[W.H. PRESS RELEASES:M]

[1]The National Park Service conducted an investigation of the area and recommended a reduction in size of the monument. The boundary was drawn to retain the heads of the side canyons, to retain the principal volcanic exhibits on the western boundary, to exclude private lands not likely to be acquired, and to exclude grazing lands not needed for monument purposes. The recommendation was approved by the President on Jan. 22, 1940 (Ickes to Roosevelt, Jan. 18, 1940, OF 928).

932 STATEMENT BY ROOSEVELT ON HIS VETO OF AN ACT AFFECTING THE SHENANDOAH NATIONAL PARK

THE WHITE HOUSE, *August 9, 1939*

MEMORANDUM OF DISAPPROVAL: I have withheld approval of S. J. Res. 160, providing for the maintenance for public use of certain highways in the Shenandoah National Park.

The primary objection to this legislation is that it would subordinate national parks standards to local considerations. National parks are created for the benefit of the nation as a whole, and for the preservation of specific areas in their natural condition, with a minimum of development. Such developments as may be required in national parks are undertaken for

general public use, as distinguished from local use. The approval of S. J. Res. 160 would encourage local communities to request the opening of minor roads in national park areas solely for the purpose of conferring local benefits upon adjacent communities, and would establish a dangerous precedent. Both the Congress and the Executive agencies have in the past rejected similar attempts on the part of local interests to force construction of roads within the Yellowstone and other national parks. This proposed legislation for Shenandoah National Park would, therefore, be in direct conflict with an established precedent.

I am informed that these roads are in bad condition, and that they are narrow and have excessive grades and hairpin curves. It has been estimated that it would cost over one million dollars to put these roads in safe condition. In addition, their annual maintenance cost would be approximately $10,000.

The Act of the General Assembly of Virginia ceding to the United States exclusive jurisdiction over the Shenandoah National Park in the State of Virginia, approved March 22, 1928, exempted from that cession only the Lee Highway and Spotswood Trail, thereby indicating that these were to be the only roads to remain free from Federal regulation.

If it can be later shown that the opening of the roads in question would be to the benefit of the nation, that the large expenditures involved would be justified, and that a precedent contrary to national park policies would not be established thereby, the problem can then be solved administratively.

For the foregoing reasons, I am compelled to withhold my approval of the Joint resolution.[1]

FRANKLIN D. ROOSEVELT

[W.H. PRESS RELEASES:M]

[1]This resolution, introduced June 23, 1939, by Senators Byrd and Glass of Virginia, declared that the closing of the roads in the Shenandoah National Park had caused the people of Virginia "great injury and inconvenience" and noted that the area had, since colonial days, been traversed by public roads. It would have required the Interior Department to keep open and in a safe condition the Browns Gap Road and the Gordonsville-New Market Turnpike. There was no debate *(Cong. Rec.*, 76th Cong., 1st sess., 84:7, 7761; 84:10, 10664).

933 ROOSEVELT TO REPRESENTATIVE R. EWING THOMASON OF TEXAS, El Paso

HYDE PARK, NEW YORK, *August 9, 1939*

MY DEAR CONGRESSMAN THOMASON: I have been very glad to hear that you are active in the campaign in behalf of the "Big Bend National Park." I greatly hope that the acquisition of the necessary land will make it possible for the government very soon to establish it for the benefit of all of the people of the country.

I have heard so much of the wildness and the beauty of this still in accessible corner of the United States and also of its important archeological remains that I very much hope that some day I shall be able to travel through it myself.

Furthermore, I feel sure that it will do much to strengthen the friendship and good neighborliness of the people of Mexico and the people of the United States.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR/DJ

[13:OF 6—P:CT]

934 STATEMENT BY ROOSEVELT ON HIS VETO OF AN ACT AFFECTING THE BOULDER DAM AREA

THE WHITE HOUSE, *August 10, 1939*

MEMORANDUM OF DISAPPROVAL: I am withholding my approval of S. 2, a bill, "authorizing the Secretary of the Interior to convey certain lands to the State of Nevada to be used for the purposes of a public park and recreation site and other public purposes."

This bill provides for the granting of more than 8,000 acres of Federally-owned land in the Boulder Dam-Lake Mead area to the State of Nevada. Eighty percent of this land is located within the boundaries of the Boulder Dam National Recreational Area, and the residue is immediately adjacent thereto. The entire tract is of national interest and value, both for the protection from pollution of the waters impounded in Lake Mead and for the enhancement of the recreational and scenic values created through the building of Boulder Dam.

Since the lands proposed to be conveyed are appurtenant to a project of national importance, their ownership and administration should be retained by the Federal Government. The transfer of control over these lands to a non-Federal agency necessarily would open the door to uses which might be at variance with the national interest in the Boulder Dam-Lake Mead region. All of the people of the United States have a paramount interest in Boulder Dam and its related facilities for water conservation and utilization. Likewise, they have a paramount interest in the outstanding recreational and scenic attractions of Lake Mead and the surrounding territory. The expenditure of Federal funds was the chief if not the only factor in producing these values, and the lands proposed to be conveyed are an integral part of them. In the light of these facts, I firmly believe the Boulder Dam-Lake Mead region in its entirety should continue to be administered uniformly by the Federal Government in the interest of the nation as a whole.

The area from which the proposed grant would be carved is endowed with many features that appear to make it worthy of consideration as a possible national park or monument site. Independently of this, the area is one which has been definitely set apart for Federal purposes and which is actively being used for these purposes. Not only is the control of Lake Mead essential to the operation of Boulder Dam, but also the recreational values of the region have attracted to the Lake thousands of visitors from all parts of the Union. The recreational use of this area is truly national in character. A grant of the reserved lands would consequently set an undesirable precedent for the grant of other public lands already in actual utilization by the Federal Government, as well as for the grant of lands which should be retained in Federal ownership because of their potential value to fill anticipated future needs. Were this grant to be made, involving as it does a region of national significance, the denial of other grants affecting lands reserved for national uses would be difficult.[1]

[W. H. PRESS RELEASES:M]

FRANKLIN D. ROOSEVELT

[1]Introduced by Senator Pittman (Nev.) on Jan. 4, 1939, this bill was unopposed in either House. In discussing it on June 13, Pittman said that the Secretary of the Interior had opposed its passage because he feared the proposed

recreation area would cause pollution of the waters of Boulder Lake and that the area would be used for gambling and the sale of intoxicating drinks. This had been guarded against, Pittman said, by a committee amendment to the bill which imposed Interior Department regulations on the development of the area and provided for its return to Federal administration if these regulations were not observed *(Cong. Rec.*, 76th Cong., 1st sess., 84:1, 64; 84:7, 7072-7073).

935 ROOSEVELT TO SENATOR KEY PITTMAN OF NEVADA

HYDE PARK, NEW YORK, *August 10, 1939*

DEAR KEY: I feel very badly that I have to veto the Boulder Dam State Park Bill but I do so for the real reason that if we once start this policy we will have to go through with it with national parks, national monuments, national forests, etc. etc. I know of at least ten or twelve bills that will be introduced at the next session covering every section of the country and based on my signature of this bill of yours.

I know of your great interest in this particular state park and I would gladly sign the bill if I did not greatly fear the precedent created thereby.[1]

F.D.R.

[13:OF 6—P:T:COPY]

[1]The White House copy of this letter has not been found; the text here printed is derived from a letter of Pittman to Roosevelt of Aug. 12, 1939 (OF 6—P).

936 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

WASHINGTON, D. C., *Aug. 10, 1939*

MY DEAR MR. MCINTYRE: On August 6, 1939, you advised me that S. 1802 "Authorizing construction of water conservation and utilization projects in the Great Plains and arid and semi-arid areas of the United States" had been received at the White House, and requested reports and recommendations as to the approval of the bill.

I have referred facsimiles of the enrolled enactment to the Department of Agriculture, the Department of the Interior, the Federal Works Agency and the National Resources Planning Board, and I am attaching their replies.[1]

The purpose of this legislation is to authorize appropriations for the rehabilitation of both the people and the land in the "Dust Bowl" and in similar arid and semi-arid regions, through the construction of water conservation projects. In these areas of inadequate rainfall the water supply of flowing streams is limited in quantity and in many localities the conditions are such that the cost of irrigation works is too great to be financed by the water users themselves or to be fully repaid if construction were undertaken under the reclamation laws of the United States.

On June 14, 1938, the President transmitted to Congress an estimate for a direct appropriation in the amount of $5,000,000 for similar purposes. As passed by Congress the money was to come from the appropriation of $1,425,000,000 made available to the Works Progress Administration by Section I (1) of the Emergency Relief Appropriation Act of 1938, and a limit of $50,000 was established for expenditure for any one project. This limitation made the

appropriation inoperative. On March 4, 1939, a similar estimate for a direct appropriation of $5,000,000 was transmitted to Congress, and the appropriation was included in the Interior Department Appropriation Act, 1940. In the discussion of the estimate in Congress, emphasis was laid the non-existence of statutory authorization for the appropriation.

On June 14, 1939 the President addressed a letter to the Secretary of the Interior outlining the procedure to be adopted by the interested Federal agencies to effectuate the purpose of the appropriation. Copies of this communication were forwarded on the same day to the Chairman of the National Resources Committee, the Secretary of Agriculture and the Administrator of the Works Progress Administration.

The bill in its present form enacts a relatively permanent policy along lines which are now the subject of experimentation. That policy was recommended for the Northern Great Plains only and is being tested only in that area. As indicated in the attached letter of the National Resources Planning Board, this permanent authorization for all arid and semiarid states would appear to be somewhat premature. However, it undoubtedly would be easier to obtain desired amendments in a later session of Congress than to obtain the reenactment of the entire bill. Moreover, some of the objections raised to the bill in the attached letters are not to me particularly appealing.

On the whole, it seems to me that the considerations in favor of the approval of the bill outweigh the objectionable features; and I accordingly recommend approval of the bill.

I am enclosing for the attention of the President, for his consideration in connection with this bill, a letter to me on this subject from Secretary Ickes.

Very truly yours,

HAROLD D. SMITH

[Notation: AS] JHR[2]
[Notation: A] Approved 8/11/39

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]All the enclosures are printed below except a letter from Federal Works Administrator Carmody to Smith, Aug. 8, 1939. This merely stated that the Federal Works Administration had no objection to the proposed bill.

[2]James H. Rowe, Jr., Administrative Assistant to the President.

937 *[Enclosure 1]* CHARLES W. ELIOT, DIRECTOR, NATIONAL RESOURCES PLANNING BOARD, TO F. J. BAILEY, ASSISTANT DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *Aug. 9, 1939*

MY DEAR MR. BAILEY: In the absence of the members of the Board, I am submitting the following comments by members of our staff. It must be clearly understood that in view of the necessity for haste, all statements submitted represent the views of those named and are in no sense an official action of the Board.

The enrolled enactment S-1802, to which you refer in your letter of August 7, would establish new irrigation policy on a basis having many strong as well as weak points.

The principal arguments against the enactment at this time are:

1. It fails to enact the integrated policy for irrigation development recommended by the Northern Great Plains Committee (report dated October 14, 1938) in that:

(a) No provision is made for the cooperation of the Department of Agriculture or other interested Federal agencies in project planning.

(b) The Department of Agriculture likewise is given no responsibility for determining reimbursable cost or for operating completed projects.

(c) Responsibility for allocation of funds is vested in the Secretary of the Interior rather than the President.

(d) No authority is given for the acquisition of agricultural land for re-sale or lease as a means to controlling and guiding project development.

2. It enacts a relatively permanent policy along lines which are now the subject of experiment for the first time under authority of the Interior Appropriation Act for 1940. That policy was recommended for the Northern Great Plains only, and it is being tested only in that area. In that respect this permanent authorization for all semiarid and arid states would appear to be premature.

3. No additional funds will be needed for this type of work until the fiscal year 1941.

The chief arguments in favor of the enactment are:

1. The deficiencies in the bill as passed by the Congress probably could be remedied at the next session.

2. It probably would be far easier to obtain those desired amendments than to re-enact an entire bill in the event that S-1802 were to be disapproved. Better half a loaf than none at all.

3. Enactment and approval at this session would make possible the consideration of a request for additional funds as a part of the regular budget-making procedure. Disapproval of the enactment would render the appropriation of additional funds exceedingly difficult until such time as permanent authorization of that type of work might be obtained.

4. Disapproval would have a disheartening effect upon those who have sought to effectuate the Northern Great Plains Committee recommendations.

The Department of the Interior advances the further argument that approval of the enactment would strengthen the Department's hand in dealing with threats of Department of Agriculture encroachment under the Water Facilities Act of 1937; if the limitation of $50,000 per project were to be removed in the Department of Agriculture appropriation bill, that department could construct projects of the type contemplated in S-1802 on such conditions of reimbursability as the Secretary of Agriculture might require.

Mr. Barrows, Chairman of our Northern Great Plains Committee, recommends approval of the bill even though it has the above-mentioned deficiencies. As previously noted the members of the Board have had no opportunity to take a position in the matter. Personally, I am inclined to recommend approval, with an accompanying statement by the President pointing out the deficiencies in the act and informing the Congress of his intention to request appropriate action at the next session to bring the authorization in line with an integrated water and land policy.

As a matter of record I am returning without comment your letter of August 1, 1939 transmitting a proposed report of the Secretary of Agriculture on S-1802 and HR-6613, before enactment.

Sincerely yours,

CHARLES W. ELIOT

[13:BUDGET BUREAU ENROLLED BILLS:TS]

938 *[Enclosure* 2] MILBURN L. WILSON, ACTING SECRETARY OF AGRICULTURE, TO HAROLD D. SMITH

WASHINGTON, *August 9, 1939*

DEAR MR. SMITH: This is in reply to Mr. Bailey's letter of August 8, asking for our comments on the enrolled enactment S. 1802, authorizing construction of water conservation and utilization projects in the Great Plains and arid and semiarid areas of the United States.

This bill is apparently an attempt to provide a permanent legislative basis for carrying into effect certain recommendations of the Northern Great Plains Committee of the National Resources Planning Board. Those recommendations were transmitted to the President on October 4, 1938. The bill, however, falls far short of supplying the necessary legislative authority.

The Report of the Northern Great Plains Committee outlined a rehabilitation program for the Northern Great Plains to promote permanent improvement in the economic conditions of the area by coordinating the efforts of the various agencies working there. The recommendations of the Report proposed a new land development and irrigation policy designed to make a maximum use of funds spent for relief purposes in the areas concerned, including measures for better land use, rural rehabilitation, and coordinated planning and action on the part of the various Federal agencies. It was contemplated that all costs above reimbursable costs would be supplied from relief funds with preference given to areas of greater relief load.

The essence of the recommended program may be summarized in the following four points:

1. Detailed planning of the developmental program should be undertaken cooperatively by the various Federal agencies which will participate in construction, settlement, and guidance of settlers, and by local planning agencies; and the over-all planning program should be coordinated by the National Resources Planning Board.

2. Construction of new irrigation projects should be by the Bureau of Reclamation or such other Federal agency as may best be adapted to the work involved, the engineering plans for all relatively large projects to be subject to approval by the Bureau of Reclamation, and the plans for all projects to be subject to certification by the Department of Agriculture with respect to their agricultural soundness.

3. Responsibility for operation of completed projects should rest with the Department of Agriculture, and settlers should be required to repay the costs of construction and operation to the extent of their ability as determined jointly by the Bureau of Reclamation and the Department of Agriculture.

4. The Department of Agriculture should assume responsibility for acquisition of agricultural lands, for locating on the projects persons in need of resettlement, for collecting repayments,

and for guiding settlers in matters of farm practice.

You will recall that the Department of the Interior, the Department of Agriculture, and the WPA are today under administrative regulations of the President cooperating effectively and successfully in the administration of the first few projects of this type to be undertaken in the Northern Great Plains in accordance with the recommendations of the Northern Great Plains Committee. This is being done under the $5,000,000 appropriation contained in the current Interior Department Appropriation Bill.

The enrolled bill S. 1802 does not, however, provide for the program summarized above. It does authorize the Secretary of the Interior to construct water conservation and utilization projects in the Great Plains and arid and semiarid areas of the United States. It does authorize the use of WPA and CCC labor and materials. It does not, however, provide for cooperation between the Departments of Agriculture, Interior, and other agencies in planning the general program or specific projects; it does not provide that the Department of Agriculture shall be responsible for certification of agricultural feasibility of proposed projects; it does not provide for operation of completed projects by the Department of Agriculture; it does not adequately provide for administration of the land acquisition and settlement phases of the projects, or for guiding settlers in matters of farm practice.

The Department of the Interior today has authority to construct large scale reclamation projects under the reclamation laws; the Department of Agriculture today has authority to construct small water facilities in the arid and semiarid areas in aid of proper land use. To bridge the gap between these two programs was a chief purpose of the Report of the Northern Great Plains Committee. S. 1802, as indicated above, falls far short of enabling that bridging to be accomplished. We are satisfied that it is no part of the intention of the Department of the Interior to attempt under the provisions of S. 1802 to duplicate the type of work carried on by the Department of Agriculture under the Water Facilities Act of 1937. The present problem, therefore, is to determine how the recommendations of the Northern Great Plains Committee may be best carried out.

If the President should decide to approve the bill, then at least the following steps would appear to be necessary:

1. The President may wish to issue appropriate administrative instructions to the various departments to provide for the necessary coordinated planning, execution and administration.

2. These administrative regulations of the President cannot, however, cure the defect of S. 1802, which arises from its omission to give express authority to the Department of Agriculture to cooperate in these projects or to receive part of the funds to be appropriated for effectuating its provisions. Therefore, a further necessary step is to seek appropriate amendment of S. 1802. The way in which S. 1802 needs to be amended to accomplish the purposes of the Northern Great Plains Committee Report is set forth in the Department's proposed report to the House Committee on Irrigation and Reclamation on the companion bill, H. R. 6613. This proposed report was sent by the Department to the Bureau of the Budget on July 26, 1939.

Sincerely,

M. L. WILSON

[13:BUDGET BUREAU ENROLLED BILLS:TS]

939 ***[Enclosure 3]*** **HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO**

HAROLD D. SMITH

WASHINGTON, *August 8, 1939*

MY DEAR MR. SMITH: In addition to the formal report on S. 1802, which is enclosed, I am writing you this special letter.

The Water Facilities Act which is the Act of August 28, 1937, 50 *Statutes at Large* 869, in effect set up in the Department of Agriculture another Bureau of Reclamation. My solicitor advised me at the time that by this Act broader powers were granted even than the Bureau of Reclamation has. This Act was slipped through the Congress. My own people were asleep at the switch or we would have had it objected to when it passed on the unanimous consent calendar. I strongly urged the President to veto this bill and, confidentially, he has told me since that it should have been vetoed. However, he signed it.

The author of that bill in the House was Congressman Marvin Jones, Chairman of the Committee on Agriculture. Recently he has told me that the Act was a mistake and, personally, he is in favor of the powers given to the Department of Agriculture under that Act being transferred to the Bureau of Reclamation. However, he did not want to antagonize Agriculture by espousing an amendment to S. 1802 that would have had this effect. Marvin Jones is not satisfied with the way the Water Facilities Act has worked out.

It is my purpose to suggest to the President that all powers under the Water Facilities Act be transferred to the Bureau of Reclamation under the Reorganization Act. Unless this is done there will continue in the Federal Government two bureaus endowed with substantially the same powers.

To come now to S. 1802. This Act was supported by Marvin Jones among others. If this bill becomes a law, as I have recommended, it will further tend to concentrate in this department the power that heretofore has been exercised by the Bureau of Reclamation. If this Act is vetoed it will serve to continue the uncertainty and confusion which have existed ever since the Water Facilities Act became a law.[1]

Sincerely yours,

HAROLD L. ICKES

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]S. 1802 was introduced March 14, 1939, by Senator Wheeler (Mont.), passed by the Senate August 1 and by the House August 4. In the House the bill was amended by the removal of a section which called for cooperation of the Interior Department with the Agriculture Department and other Federal agencies in the construction, operation and maintenance of projects. The Senate accepted the House amendments on August 5 *(Cong. Rec.,* 76th Cong., 1st sess., 84:3, 2689; 84:9, 9464, 84:10, 10670, 11109, 11144). The act was approved Aug. 11, 1939 (53 *Stat.* 1418); see statement of that date, *post,* 941.

940 STATEMENT BY ROOSEVELT ON HIS VETO OF AN ACT AFFECTING RECREATIONAL DEMONSTRATION PROJECTS

THE WHITE HOUSE, *August 11, 1939*

MEMORANDUM OF DISAPPROVAL: I have withheld my approval of H. R. 3959 "An Act to authorize the Secretary of the Interior to dispose of recreational demonstration projects, and for other purposes."[1]

While the objective of this legislation is good, I am inclined to think that certain safeguards should at least be studied at the next session of the Congress.

It should probably be made more clear that equitable arrangements with local communities taking over such recreational projects should involve the Federal Government in no legal or moral commitments.

There should probably be a provision allowing departments of the government to take over for their purposes such projects as it seems desirable for the Interior Department to part with.

Probably the approval of the President should be given to any transfers of these properties to local communities or other departments as this is the general rule in similar cases.

(Signed) FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES: M]

[1]Printed, *Cong. Rec.*, 76th Cong., 1st sess., 84:10, 10905.

941 "STATEMENT BY THE PRESIDENT ON APPROVING S. 1802"

[WASHINGTON] *August 11, 1939*

"An Act authorizing construction of water conservation and utilization projects in the Great Plains and arid and semi-arid areas of the United States."

This bill is better than no bill at all, though it has in it a number of deficiencies and also ~~evidence~~ *experimentation* on a national scale ~~of~~ *in* what is being done today in a rather limited area in the northwestern drought area.

These deficiencies will be called to the attention of the Congress at its next session.[1]

FRANKLIN D. ROOSEVELT

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]The changes in this draft (presumably a Budget Bureau draft) are in Roosevelt's hand. The statement was issued as a White House press release on Aug. 11, 1939. See below.

942 ROOSEVELT TO FREDERIC A. DELANO, CHAIRMAN, NATIONAL RESOURCES PLANNING BOARD, AND HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET

HYDE PARK, N. Y., *August 11, 1939*

MEMORANDUM . . . I have signed S. 1802 and suggest that National Resources Planning Board and the Budget work out the necessary cooperation of all departments and agencies in order that Congress may be advised in January in regard to deficiencies in this bill.

F.D.R.

[13:OF 177:CTS]

943 ROOSEVELT TO JOHN H. BAKER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF AUDUBON SOCIETIES, New York City

WASHINGTON, *August 12, 1939*

MY DEAR MR. BAKER: I am glad to have your letter[1] reporting the stalemate which has occurred with respect to the State of Florida's share of the funds necessary for joint study of the Everglades water supply situation by the Soil Conservation Service and the special fire district of the state.

It is my understanding that the Bureau of Biological Survey, the National Park Service, and the United States Geological Survey, each had a representative at the Okeechobee hearing and that these specialists are preparing a joint report to the Secretary of the Interior on the problem. As soon as the report has been received and reviewed, I will be in a position to take such action as may seem appropriate. I agree with you as to the urgency of action in this matter, and I will cooperate so far as possible in expediting this joint study.

The interest and cooperation of your organization in the early solution of the Everglades water supply problem is deeply appreciated by myself and all the Federal conservation groups with which you are working.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 378:CT]

[1]July 28, 1939 (OF 378). Baker said that the adoption of a plan for the maintenance of a minimum water table in the Everglades was being delayed by the inaction of the governor, and that "any pressure that might be brought on Governor Cone to expedite his necessary action would be deeply appreciated."

[2]Drafted by the Interior Department.

944 ROOSEVELT TO SENATOR CHARLES W. TOBEY OF NEW HAMPSHIRE

WASHINGTON *[August 24, 1939]*

MY DEAR SENATOR TOBEY: I have received your letter of August 4, transmitting a copy of a letter from Mr. Thomas D. Cabot, President of the Appalachian Mountain Club, concerning a rumor that I may be asked to sign a proclamation placing the White Mountain National Forest in New Hampshire under the jurisdiction of the National Park Service as a national monument.[1]

The National Park Service and the Forest Service are making joint studies in forest areas throughout the country which are important for public recreational purposes. No recommendations have reached me, although I expect to be advised well in advance of any changes contemplated. This is one of the surveys of national resources in which I am greatly interested.

I shall not approve any changes in the national forests which are adverse to the public interest.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] 8/24/39

[13:OF I—C:CT]

[1]Cabot (Aug. 1, 1939, OF I—C), said he believed the Appalachian Mountain Club would oppose any change in the status of the White Mountain National Forest because it would result in a large increase in expense of administration without benefit to anyone.

[2]Drafted by the Interior Department.

945 SENATOR GEORGE W. NORRIS OF NEBRASKA TO ROOSEVELT

WAUPACA, WISCONSIN, *September 9, 1939*

MY DEAR MR. PRESIDENT: For some time, even before I left Washington, there came to my attention rumors of an indefinite nature that the next order you issued under the Reorganization Act the TVA would be placed under some other department of government or at least some of its branches would be taken away from the TVA and placed under other bureaus or departments. I paid but little attention to these rumors because I took it for granted that the TVA Act, one of the marked operations of your Administration that had proved so successful, that had withstood the fire of criticism of the most malicious and unjust propaganda ever instituted against any part of your Administration and had come through unscathed, unblemished, purified, and fully justified, would not be changed or modified by you. The rumors, however, have and although I do not know of any I consider well founded, nevertheless they have caused me some worry, and while my fears may be groundless, yet I have thought it best to write you concerning them.

I would never have supported the Reorganization bill, if I had had any idea or belief that the TVA was going to be modified in any way. From its very birth, it has been fought by the most powerful organized monopoly of human greed that has ever been put together by human hands. It has withstood these onslaughts, and has been victorious in the courts. History will show that it is one of the greatest and noblest of all the undertakings of your Administration. The law intended that it should be independent of any department or any bureau of government. It was intended by this means to avoid the changes that might come about for partisan political reasons.

The board was to be appointed entirely upon merit, with an express stipulation that the members should profess a belief in the principles involved in the TVA Act, so that those who administered the law were to be selected entirely because of their ability to handle the subject matter covered by the law and therefore would not be handicapped or interfered with by Cabinet changes or by other officials who had been appointed for political reasons, other than the very merits of the Act itself.

Admittedly, it was a unique law. Politicians criticized it because it placed beyond their influence any possibility of interference which would disrupt or dismantle the organization set up under the law. Rumors of some agitation that have come to me indicate there is an attempt on the part of other departments to take over part of the work of the TVA. For instance, it is argued that some of the duties of TVA ought to be in the Department of Agriculture. That others ought to be in the Department of the Interior, while still others ought to be in the War Department, either directly under the heads of these departments, or under

the heads of bureaus connected with the departments. It is argued, also, that the budget, as it applies to TVA, should go through one or more of the various departments. Any of these changes would injure, and if enough changes were made, would ruin the real objects of TVA.

The Act is based primarily upon the power of Congress to control navigation. Navigation is modified, increased, improved, and perfected by the control of flood waters. Flood water, if uncontrolled, would destroy navigation a great portion of the year. Part of the time, the water would be too high. At other times, the water would be too low. Therefore, the control of flood waters has a direct effect upon navigation. These floods, in turn, are modified and controlled by erosion of the sloping hillsides of river valleys. If nothing is done to prevent erosion, the fertile soil of the valleys will be washed into the lakes made by the dams, filling them up, and, in time, rendering them useless.

This in the end would not only ruin navigation, but would also despoil the entire country of that fertility of the soil upon which, in the last analysis, everything depends. Therefore, erosion is intimately connected with navigation and flood control. Reforestation of denuded lands is necessary to save and perpetuate the capacity of reservoirs to hold water. It would follow, if this is done, that the soil which would thus be preserved ultimately might become one of the greatest things to be accomplished and brought about through the carrying out of the TVA Act. The manufacture of fertilizer has a direct effect upon the preservation and reclamation of already denuded portions of the country. If, by fertilization, the necessary plants can be induced to grow, to impede the flow of water and hold it back long enough to prevent the filling up of the reservoirs, then fertilizer is directly connected with and under the jurisdiction of the Act. The fact that fertilizer accomplishes other things, also, does not detract from this, but only adds to it and makes it the more essential that it should not be interfered with.

The building of these dams makes it possible to generate large quantities of electric power. If this were not done, one of the valuable resources of Nature would be dissipated and wasted. It follows that this power generated at these dams, to prevent its monopolization by private monopoly, should be carried to a proper place of sale on transmission lines. The sale of this power is going to pay for more than one-half of the cost of constructing these dams. And because this electricity so developed goes into the homes of the people, bringing happiness and comfort where they were unknown before, this is another reason why the sale of this power should not be permitted to pass into the hands of monopolistic organizations based upon a desire only for human greed.

The money that must be appropriated by Congress must be based upon a combination of all these factors, as well as other factors which I have not mentioned. While the Act provides that the cost of these dams should be allocated to flood control, navigation, and power, yet it is an impossibility, mathematically, to draw a line where the division should be.

It would be ruinous if these different activities of the TVA were to be divided up among the various departments and bureaus of the government. Without any question, there would come a time when a quarrel would arise over the jurisdiction of these activities, as to who should control this particular activity, and who should control that. The Act places all of these powers and duties under the jurisdiction of a board whose members are appointed because of their ability to handle these intermingled powers and duties. If you undertake to separate them, to place them under other jurisdictions, you have taken the first step which will ultimately interfere with the success of the entire undertaking and, in time, bring the TVA to ruin. If any separation of these powers and duties is contemplated by friends of the undertaking, it will result in throwing into the lap of the enemies of TVA the very possibilities they have been trying to bring about.

In the recent congressional investigation, the minority, composed of the bitterest enemies the TVA has ever had, suggested some of these very things. They have given up the idea of fighting the TVA fairly upon reasons originally given. The courts at last have decided in favor of TVA in all these controverted issues. Now, the enemy is trying to "chisel"—to take away this power and that power, none of which can be taken away without injury to all. The object of the enemies of TVA now seems to be to try to divide up the duties of the TVA among various departments, bureaus, and offices, which will bring about conflicts and injurious quarrels and claims as to jurisdiction. The TVA has passed unscathed through the most tremendous opposition that has ever been presented against any activity of the government. It is successful in its work. It is working in perfect harmony with all the departments and bureaus of the government. It has won its cases in the Supreme Court of the United States. There is no jar or conflict anywhere in its organization. Its great problems are now coming to be realized and appreciated. The men in charge are selected for the particular duties of the office. The organization at the present time is one of the most harmonious, one of the most successful in the federal government.

Partisan politics has been excluded. It has been a hard, tedious, laborious fight, but it has succeeded, and it would be the height of folly now to curtail its activities in any particular. It could not be done without injury to the whole. It was established as an independent activity and it ought to remain so.

I hear claims made by enemies of TVA that the civil service laws applying to other departments ought to be extended to TVA. I have always been a believer in civil service, not because it is perfect, but because it is an improvement, a great improvement, over the old spoils' system. But it is not perfect, and the TVA Act undertook to set up a method of civil service superior to that of civil service law. In that respect, it has been successful. The TVA has a better civil service than any other department or bureau of the government today. It is the one civil service that comes more nearly being perfect, it seems to me, than any other that has ever been attempted or attained.

From the very beginning it seemed to me perfectly clear that if civil service laws applied fully to TVA, there would be grave danger of the enemies of that institution, paid by monopolistic private power companies, succeeding in getting into the civil service and, through it, into the organization, thus honeycombing TVA with its enemies. This has been attempted, but it has not succeeded. If the general Civil Service Act had applied to TVA, it would have succeeded in many particulars. But the TVA is acting in perfect harmony with the Civil Service Commission. Wherever the Civil Service Act can be applied, it is applied. It has been applied, and the most thorough investigation has vindicated TVA in its action. In respect to civil service, it stands out preeminently above anything ever put into force by the federal government.

The only thing to do now, it seems to me, is to let it alone. This organization, under your Administration, has reached the highest type of perfection ever attained. It should not be modified, and should not be changed.

Nothing in any investigation of any charges made against TVA has sustained any claim that there has been anything wrong in any particular. Politicians, friendly and unfriendly, have tried to have appointments made upon partisan political grounds. They have failed. Even those who have tried to get their friends into the organization have generally admitted that TVA is one place in the federal government where machine politics is absolutely excluded and kept out.

I dislike to burden you with this long letter, when you have so many official duties to which you must give attention, but I do beg of you that you take the time to read everything I have

said. I do not want this shining light of your Administration to be blighted or dimmed. Let it stand, Mr. President. Let it go on. The fruits of its accomplishments will come, many of them, long after you and I have passed away. Already, it stands as a shining example of efficiency and of humanity. It has already brought its blessings to millions of our people, and, regardless of politics, those who have stood aloof, who are disinterested, when they have been fair and honest, have been moved to praise, and to congratulate you and the country upon the success of this great undertaking.[1]

Sincerely yours,

G. W. NORRIS

[13:OF 42:TS]

[1]With the letter here printed is a telegram from Norris to Roosevelt, Sept. 9, 1939, asking him to defer any action on the TVA until his letter had been received. An accompanying note from Budget Director Smith to White House Executive Clerk Rudolph Forster, Oct. 4, 1939, stated that the President had handed him the letter and telegram and that he was returning them "inasmuch as the matter mentioned therein has been taken care of."

946 "REPORT OF CONFERENCE OF NATIONAL RESOURCES PLANNING BOARD WITH THE PRESIDENT AT THE WHITE HOUSE"

WASHINGTON, *October 17, 1939, 11:40 a. m.*

Present: The President, Frederic A. Delano, Chairman, Charles E. Merriam, George F. Yantis

[Excerpt] The discussion was based on the letter to the President by Chairman Delano dated September 5, 1939, which letter enumerated projects.[1]

The President's first comment was a general one to the effect that he did not wish the Resources Planning Board or its members to participate as members of interdepartmental committees in view of the fact that it would be his plan to refer the reports of such committees and other agencies to the National Resources Planning Board, and that members of the Board should not be involved in the formation of reports which would be referred to the Board for consideration. He also stated that the new budget for the Executive Office would include the National Resources Planning Board and that this Executive budget would be presented as a unit.

The President then turned to the list of projects or studies enumerated in the letter, commencing on page 2 thereof. He read the headings of the first four items, to wit: "Public Works, Water Resources, Land Planning, and Minerals," and with a brief comment on the content of each proposed study as indicated in the letter, gave rather emphatic approval and clearance to each. No question was left as to whether or not he approved any one of the four items mentioned. Summing up the items, his general comment was "Grand!"

On Item 5, Science, his statement was somewhat different. He seemed particularly concerned that the NRPB coordinate its work in this field with the work of other departments or agencies of the Government which were undertaking similar or related work. He commented particularly on an elaborate study being developed or proposed in the field of aeronautics and referred to it as embracing a body of study which might have a much broader implication than the comparatively narrow field indicated, and seemed to be concerned that the work of the committee take cognizance of the study with a view to proper coordination and the fullest use of research facilities which were available. With these injunctions, he also cleared item 5.

As to Item 6, Energy Resources and Power Policy, he dwelt at some length on the interest, activity, operating and regulatory authority of the Department of the Interior in this field, especially as relates to oil, coal and water power; and indicated that overlapping or possible conflict between the two lines of study should be avoided; that much work would head up through the Department of the Interior and would come to the President through that Department, then back to the NRPB for over-all consideration and report.

It was suggested by the President that the study made by the Board should not be an elaborate and detailed one involving any large staff or great expenditure of money. It was stated to the President that as the plan relating to Energy Resources and Power Policy had developed in the committee, it indicated a limited study, with observance of studies in the field through a very small staff, probably Dr. Watkins; and that the plan proposed seemed exactly in line with the President's expressed wishes, in which suggestion he heartily concurred.[1]

GEORGE F. YANTIS

[13:OF 1092:T]

[1]In a letter to Roosevelt of Aug. 25, 1939 (OF 1092), the National Resources Planning Board said that it planned to continue the special studies of the National Resources Committee, including "the preparation of the six-year Program of Public Works, further efforts to formulate a National Water Policy, the inventory of publicly owned land and the formulation of a policy on public acquisition of land and tax delinquency problems, further studies of consumption habits, and continued analyses of the problems of full use of our resources . . ." In the September 5 letter (OF 1092) some revision of projects was made in light of the international crisis: river and harbor improvements were emphasized in water resources planning, and the possible effects of war on land use were emphasized in land planning.

[2]Omitted are discussions of projected studies of transportation, taxation and national income, relief and reemployment, and industrial-economic problems.

947 ROOSEVELT TO SENATOR KEY PITTMAN OF NEVADA

WASHINGTON, *November 16, 1939*

MY DEAR KEY: I have received your letters of August 12 and 14 explaining in detail your reaction to my veto of your Bill S. 2.[1] A study has been made of all the statements you have presented in favor of the bill, as well as those which have been made in opposition to it.

I feel confident that the reversal of my position would mean the establishment of a precedent which could be used effectively by selfish interests against the integrity of Federal reclamation and park areas throughout the country.

From the viewpoint of national use and usefulness, the Boulder Dam National Recreational Area is, I am convinced, in the same class with the national parks and national monuments. The creation of Lake Mead, through the construction of Boulder Dam, has resulted in great material benefits for nearby towns and, of course, for the contiguous States. It would appear that the State of Nevada is particularly fortunate in having a portion of such an unusual project within its border, a project which the Federal Government is developing in accordance with public requirements and from a national point of view.

Furthermore, the National Park Service plans to construct a road connecting the Hemingway Wash development area with the State WPA road, graded to the head of Las Vegas Wash. This road would serve as a lake shore scenic loop road. Visitors driving to the area from the West could come in over one highway, enjoy a lake shore scenic drive, and return by the

other highway, or vice versa. The National Park Service also proposes to develop a small beach in Las Vegas Wash for the residents of the contiguous area. It appears to me that these proposed developments, which could be initiated under appropriations for the fiscal year 1941, would serve all the needs of the local people who have been pressing you for a State park.[2]

I appreciate and reciprocate the cordial spirit with which your letters were written and remain,

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13: OF 6—P: CT]

[1]In his letter of August 12 (OF 6—P), Pittman said that Congress should have been permitted to decide the issue, that in such arbitrary withdrawals from use of public land the Western states were discriminated against, and that the Secretary of the Interior had been arbitrary in recommending the veto. In his August 14 letter (OF 6—P), he reviewed the history of the vetoed bill, denied that any danger of pollution existed, and said that he knew of no bills of the sort mentioned by the President.

[2](Drafted by the Interior Department.) Answered *post*, 950.

948 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON, *November 16, 1939]*

SEC. AGRIC.: Item 80—in budget for '41. Cooperative Distribution of Forest Planting Stock —$100,000.

Can I get for nothing trees for a bare hillside at Warm Springs—For the Warm Springs Foundation?[1]

F.D.R.

HM

[13:PPF 76:T:COPY]

[1]According to correspondence accompanying this memorandum, it appears that the Forest Service supplied the trees.

949 ROOSEVELT TO THE SOCIETY OF AMERICAN FORESTERS

[WASHINGTON] *November 18, 1939*

TO THE SOCIETY OF AMERICAN FORESTERS: Natural resources such as soils, forests, and forage are sources of necessities of life, and of employment and income. We have used these resources for three hundred years, but we have also thoughtlessly abused them.

The time has come when we must redouble our efforts to combat this abuse as definitely and as vigorously as we combat other insidious enemies within our borders. Through united and democratic and vigorous action we must now build up our natural resources, and keep them

continuously and fully productive. For, basic in peace as well as in war, they are vital to the social and economic life of our people and our Nation.

As fellow foresters, and fellow members of the Society of American Foresters, you know that I have a deep and abiding interest in forest conservation. You know that when I first asked Congress to provide for the Civilian Conservation Corps I was convinced that forest lands offered one source of worthwhile work, noncompetitive with industry, for large numbers of our unemployed.

You know, too, that in March 1938 I recommended to the Congress an immediate study of the Nation's forest problem, and that Congress is now making such a study.[1] I still believe, as I said in that message, that the forest problem is part of the broad problem of modern agriculture, that it is common to every section of the country, and that definite action should be taken by an early Congress to solve it.

As a practical forester I feel that we may count on the Society of American Foresters, to whose members I extend cordial greetings, to help solve this problem in such a way that forest lands and forest resources will contribute their full share to social and economic structures of this country; to the security and stability of all our people; and to the internal as well as the external defenses of a great and truly democratic Nation.[2]

[13:PPF 1112:CT]

[1]*Ante,* 758.

[1](Drafted by the Agriculture Department.) The Society of American Foresters was in convention in San Francisco.

950 SENATOR KEY PITTMAN OF NEVADA TO ROOSEVELT

WASHINGTON, D. C., *November 24, 1939*

MY DEAR MR. PRESIDENT: Upon my return to Washington today your letter of November 16th in further reply to my letters of August 12th and 14th was placed before me. I assume, of course, that the study that you refer to was made by the Park Service . . .[1]

You urge that, "From the viewpoint of national use and usefulness, the Boulder Dam National Recreational Area is, I am convinced, in the same class with the national parks and national monuments." That raises a question of national policy that Congress has considered for many years and is even now more seriously considering. I do not have to argue to you that I am a conservationist, but for the record I reassert that I have actively supported in the Senate all conservation legislation. At one time the character of lands to be included in a national park was defined and definitely limited. Today through the wild stampede of the Park Service, it isn't a question of the character of the land or the scenery or the phenomena, but the area over which arbitrary bureaucratic authority can be exerted.

There are two kinds of conservation of public lands: namely, conservation without regard to use, and conservation with as full public use as is possible. National parks come into the first category; national forests within the second. Insofar as use by the public is concerned, there are far more opportunities offered in a national forest than there are in national parks.

The Boulder Canyon Reclamation Area is not, and never was intended as, a national park. The truth of it is that without authority of law, it's being administered by the Secretary of the Interior as a national park with all of the arbitrary restrictions appertaining to national parks.

There must be some limit to the creation of national parks for two reasons, if for no other. In the first place, the Government will not support them. And in the second place, there must be some taxable property left in a public land State.

From what I have stated, you must realize that it is my opinion that it's very doubtful whether Congress is going to appropriate the money necessary to carry out the development outlined by the Park Service at Mead Lake. I, of course, would like to see as full a development as possible of the recreation possibilities of Mead Lake. However, there are so many new parks, and so many Congressmen and Senators, that I think that the grabbing is going to be very difficult.

Of course, you haven't had an opportunity to study this question and I have been compelled to study it both on the ground and from the records. It is a matter totally insignificant in your administrative duties. It is a matter that may be of vital concern to me.

If you could only realize that this proposed State Park only takes in about 3 miles of a narrow gulch on the extreme edge of the Boulder Canyon Reclamation Area; that it is entirely off the route of travel by any boats on the Lake; that there is no reason for any boat carrying tourists or fishermen ever to go up this narrow Wash. There is nothing of scenic beauty in this neighborhood. About a fifth of the people of the State live adjacent to this little Wash. They desire to use it and improve it. The Park Service will have its hands full in attempting to handle the 250,000 people that go down to Hemingway Wash every year.

You will pardon me for stating that, in my opinion, I do not think there is any foundation for your statement in which you say: "I feel confident that the reversal of my position would mean the establishment of a precedent which could be used effectively by selfish interests against the integrity of Federal reclamation and park areas throughout the country." I do not think there is a similar situation in the United States. I know of no other case in which any State has asked the Federal Government to surrender any part of a national park for State park purposes. And yet we have passed many bills to grant public lands to States for State park purposes.

The whole truth about it is that your Secretary of the Interior, by reason of his character and disposition, would never consent that any jurisdiction should be taken away from him, and particularly through the efforts of the Senior Senator from Nevada.[2]

Sincerely yours,

KEY PITTMAN

[13:OF 6—P:TS]

[1]In the part here omitted, Pittman traced the course in the Congress of his bill to create a Nevada state park in the Boulder Dam National Recreational Area (S. 2), vetoed by Roosevelt on Aug. 10, 1939.

[2]Answered *post*, 954.

951 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *December 7, 1939*

MY DEAR MR. PRESIDENT: You asked me to submit a statement on the proposed additions to Olympic National Park prior to the conference that you will hold on Saturday

morning, and which I now understand Governor Martin will attend. I have asked Mr. Irving Brant, the man most familiar with this area, to prepare such a statement, and this I am enclosing. There is a summarized statement of about two and one-half pages and a more detailed one of greater length.[1]

Sincerely yours,

HAROLD L. ICKES

[13:OF 6—P:TS]

[1]The longer report mentioned in the covering letter is present. The conference of Dec. 9, 1939, was attended by Ickes, Wallace, Governor Clarence D. Martin of Washington, Benjamin H. Kizer, chairman of the Washington State Planning Council, and George F. Yantis of Washington, chairman of Region 9 of the National Resources Planning Board. Yantis, however, with Martin and Kizer, was present as a representative of the Washington lumber and pulp mill industries. Ickes says: "With maps before the President, we discussed the issues for all of an hour and a half. Henry Wallace was also there, but said nothing. I let Irving Brant carry the ball for Interior because he knows that area better than anyone in the National Park Service . . ." *(Ickes' Diary,* III, 86). No agreement was reached on park boundaries and Roosevelt asked that another meeting be held the next day (Sunday). He did not attend this meeting but Burlew reported on it in a letter of Dec. 12, 1939, *post,* 956.

952 *[Enclosure]* IRVING BRANT TO HAROLD L. ICKES

WASHINGTON, D. C., *December 6, 1939*

MEMORANDUM FOR THE SECRETARY . . . ADDITIONS TO OLYMPIC NATIONAL PARK: Authorized size of park, 898,292 acres. Present size, 648,000 acres. Authorized additions, 250,292 acres.

Present recommended addition, 187,411 acres. Reserve for future addition of Queets corridor, ocean front and private holdings, 62,881 acres.

Recommended on west side of park (Bogachiel, Hoh, Queets), 50,625 acres. Attitude of State of Washington—opposed, because of timber value.

Recommended on north, east and south sides, 136,786 acres. Attitude of State of Washington —suggests addition of 233,320 acres, with reservation that present five-year period for prospecting and patenting mineral claims be extended to ten or fifteen years. (Note: Washington Conservation Director Fink has been giving newspaper interviews opposing Queets corridor and seashore strip, and probably thinks they are included. One of his arguments, that seashore park would prevent oil exploration, needs study for possible effect on land prices.)

Drawing the Boundaries—Additions are based on Brant-Tomlinson line of 1938, modified in 1939 to include slightly more in west, much less in east, thus creating a reserve for Queets corridor and seashore strip. Washington State people commonly speak of "Kittredge-Tiffany line," on account of a discussion of the Brant-Tomlinson line by Ross K. Tiffany (now deceased), secretary of Washington State Planning Council, and National Park Service Regional Director Kittredge, in 1938. They disagreed as to additions on west side, but jointly recommended increase elsewhere to 202,292 acres. Recommendation not agreed to by Secretary of the Interior.

On March 16, 1939, Tiffany wrote to Secretary of the Interior, opposing Bogachiel-Hoh-Queets additions, and stating that "consent" of the State to additions elsewhere depended on additional protection for manganese mining.

On August 25, 1939, George F. Yantis, for State of Washington, reiterated Tiffany's objections to western additions, but accepted others without reservation.

Manganese—On October 6, 1939, Yantis wrote that "a new factor of importance has now developed. . . . It develops that in this area are large deposits of manganese," and these "highly important strategic minerals" should be left open for more than five years to location of claims.

Newness of the factor—same argument about manganese used to induce President Woodrow Wilson to cut down Mount Olympus National Monument in 1915. Geological Survey has made two-year study of Olympic manganese. Findings in line with what was known before. Practically all manganiferous rocks inside proposed boundaries are of bementite, a silicate of manganese of no commercial value. Recent laboratory experiments show it can be extracted by roasting, leaching and electrolysis, but too expensive.

Bureau of Mines says vastly larger deposits of manganese carbonates in Montana and lowgrade manganese oxides in New Mexico can be worked more cheaply than bementite, if scarcity or price increase occurs. Two pockets of hausmannite (high grade manganese oxide) were found by Geological Survey in park area. One is a worked-out mine, both are on slopes above Lake Crescent which all parties want in park, both can be mined under prior rights. One-third of all manganese deposits recommended for further exploration lie in 93,000 acres not recommended by Secretary of the Interior, but proposed by State of Washington apparently to use up park acreage and block the Bogachiel-Hoh-Queets extensions.

State Lands—State owns 200,000 acres of pulp timber west of national forest and claims it is too small a unit for sustained yield lumbering, without Bogachiel-Hoh-Queets tracts. Actual purpose is to log federally owned saw timber in these valleys to subsidize a railroad to the State's pulp timber. When hemlock is at normal level, $7 to $8 per thousand, State timber cannot be marketed even with a subsidized railroad. When hemlock is stabilized at a price level that permits profitable logging, 200,000 acres form a large enough unit to amortize a logging railroad.

~~(When Queets corridor is added, easement for railroad and logging highways across it should he included in proclamation.).~~

Pulp Timber Reserves—State claims all forest growing lands outside present park are needed to sustain present woodpulp industry. Not true. Hearings on first Wallgren bill showed Grays Harbor had pulp reserves for 500 years, Port Angeles for 70 years, at present mill capacity. Regrowth cycle of pulp timber is 50 years. Woodpulp industry on Peninsula limited by lack of fresh water for the sulphite process at salt water harbors, not by lack of timber. Crown-Zellerbach Corporation wants to lumber Sitka spruces in national forest for whitener, but will soon shift anyway to chemical whitener because spruce is disappearing.

Forest Service report published in 1938 shows that Olympic Peninsula timber problem results from large-scale, clear-cutting of forests by high-lead methods since 1920.[1] Sixty-three per cent of Douglas fir forests cut 1920-1929 have totally failed to restock, compared with only 16 per cent that failed before 1920.

Parkways—Washington State suggests modified parkways along Bogachiel, Hoh and Queets rivers, with selective logging inside parkways and sustained-yield forestry in the forest on both sides. First trees cut would be the scenic giants for whose preservation the park is created. Cutting of these trees, individually, would destroy the "rain forest" of moss-hung maples. "Sustained-yield forestry" involves clear-cutting of selected areas, and on the steep

slopes of the Bogachiel and Hoh, it would wreck the valleys scenically and result in destructive erosion.

Recreational Value—State claims these western forests can't be used by public because underbrush is so dense that experienced woodsman can't penetrate it. This incorrectly applies to park areas what is true of "blowdowns" northwest of proposed additions. State submits timber-type maps to show timber in proposed western additions is similar to that immediately east. That is true of any dividing line; it takes no account of adequate amount, varying recreational uses by motorists (Hoh) and wilderness hikers (Bogachiel), or need to protect rivers and winter range of elk.

State claims from 8 to 15 miles of "rain forest" along these rivers is already in park. Figures obtained by classing as "rain forest" all land with precipitation above 120 inches, ignoring fact that rainfall increases with altitude but "rain forest" depends on heavy rainfall at low altitudes. Result is, State classes alpine meadows as "rain forest" and puts 12 miles of Bogachiel "rain forest" in park when in fact it is wholly outside.

IRVING BRANT

[13:OF 6—P:TS]

[1]Cf. *Report of the Chief of the Forest Service, 1938* (Washington, 1938).

953 ROOSEVELT TO SENATOR KEY PITTMAN OF NEVADA

WASHINGTON, *December 9, 1939*

MY DEAR KEY: Reference is made to your letter of November 9, concerning the protests from livestock operators in Nevada against alleged "evasion by Interior Department of Judicial determinations, and arbitrary and unreasonable action by the Secretary of the Interior."[1] I have caused an inquiry to be made and find that the following are the circumstances out of which the protests apparently have arisen:

The Taylor Grazing Act was approved by me on June 28, 1934 (48 *Stat.* 1269). Section 1 of the act authorizes the Secretary of the Interior "in his discretion, by order to establish grazing districts or additions thereto and/or to modify the boundaries thereof * * *." Pursuant to this authorization Nevada Grazing District No. 1, in which it is assumed the protests to which you refer have arisen, was established by the Secretary of the Interior on April 8, 1935.

Section 2 of the act provides in part:

> The Secretary of the Interior shall make provision for the protection, administration, regulation, and improvement of such grazing districts as may be created under the authority of the foregoing section, and he shall make such rules and regulations and establish such service, enter into such cooperative agreements, and do any and all things necessary to accomplish the purposes of this Act and to insure the objects of such grazing districts, namely, to regulate their occupancy and use, to preserve the land and its resources from destruction or unnecessary injury, to provide for the orderly use, improvement, and development of the range; * * * and any willful violation of the provisions of this Act or of such rules and regulations thereunder after actual notice thereof shall be punishable by a fine of not more than $500.

Section 3 provides in part:

> That the Secretary of the Interior is hereby authorized to issue or cause to be issued permits to graze livestock on such grazing districts to such bona fide settlers, residents, and other stock owners as under his rules and regulations are entitled to participate in the use of the range, upon the payment annually of reasonable fees in each case to be

> fixed or determined from time to time * * * no permittee complying with the rules and regulations laid down by the Secretary of the Interior shall be denied the renewal of such permit, if such denial will impair the value of the grazing unit of the permittee, when such unit is pledged as security for any bona fide loan.

At the outset of the administration of the act it was realized that its purposes would be completely defeated by the immediate issuance of what might in effect be nonrevocable term permits, since it would be impossible immediately to accomplish the range survey program essential to the determination of the persons entitled to preferences under the act, and most applicants for grazing privileges presumably either had or would have occasion to pledge their grazing units as security for loans. Accordingly, F. R. Carpenter, who was then Director of Grazing, requested Solicitor Margold, of the Interior Department, to advise him whether temporary grazing licenses, rather than term permits, could be issued during the period necessary for the accumulation of the necessary factual information. The Solicitor replied that in his opinion the Secretary of the Interior had sufficient authority under the general provisions of section 2 of the act, quoted above, to pursue such a course. Temporary licenses thereupon were issued and are still being issued annually in 51 of the 53 grazing districts, the permit system having been inaugurated in one district in Colorado and authorized in one district in New Mexico. A nominal fee of 5 cents per animal unit month has been charged since 1936 for use of the range under these temporary licenses.

In June 1936 some 40 livestock operators in Nevada Grazing District No. 1 joined in a suit to restrain Regional Grazier L R. Brooks, who is the local officer of the Grazing Service in charge of the State of Nevada, from collecting grazing fees, the contention being that the Secretary of the Interior was authorized by the act to make a charge only for the term permits described in section 3. This suit was filed in the Nevada State court, no effort apparently having been made to test the validity of the rules in a suit against either the Secretary of the Interior or the Director of Grazing. The suit was removed to the Federal court but was remanded by Judge Yankwich on the ground of lack of jurisdiction in the Federal court, the fees of no individual plaintiff amounting to $3,000. *Dewar* v. *Brooks,* 16 Fed. Supp. 636.

The United States Attorney thereupon instituted an injunction suit in the Federal court in the name of the United States to restrain any further proceedings in the State court. On April 8, 1937, however, Judge Norcross dismissed this suit under section 265 of the Judicial Code (Tit. 28, U. S. Code, sec. 379). Judge Norcross further held that apart from the applicability of section 265, it could not be assumed that "the State Court will erroneously decide the question [whether the collection of fees is a valid exercise of power by the Secretary of the Interior] when presented to that Court." *United States* v. *Dewar,* 18 Fed. Supp. 981, 983. The United States Attorney recommended that no appeal be taken to the United States Circuit Court of Appeals and upon inquiry by the Attorney General the Acting Secretary of the Interior on June 7, 1937, concurred in this recommendation.

The State court suit thereupon proceeded in due course, final judgment being entered by default against the defendant regional grazier on April 20, 1939. The State court held that the Secretary of the Interior was not an indispensable party to the suit, notwithstanding that it is one to test the validity of administrative rules promulgated by him. This holding seems open to question, in view of numerous decisions to the contrary by Federal courts, including a decision rendered in December 1937 by the United States District Court for the District of Colorado in a similar suit to restrain the regional grazier from enforcing the grazing rules promulgated by the Secretary of the Interior *(Livingston* v. *Moore,* Equity No. 11063). In the *Livingston* case Judge Symes stated in part:

> The defendant here is merely a subordinate official without authority to change them. This court is asked to make a construction of an act which may or may not be contrary to that already made by the Secretary. I don't think this can be done without the presence of the Secretary as a party.

The State court suite is now pending on appeal in the Nevada Supreme Court.

On February 14 the Acting Secretary of the Interior requested the Attorney General to institute in the United States District Court for the District of Nevada in the name of the United States against any plaintiffs in *Dewar* v. *Brooks* who were delinquent in the payment of grazing fees, some of the persons involved having paid all or part of their fees direct to the Government, notwithstanding their nominal participation in the litigation. An amount approximately equivalent to the delinquent fees had been deposited with the clerk of the State trial court as bond for the issuance of the temporary restraining order. This amount subsequently was returned to the parties upon the entry of the final judgment. The Attorney General directed the United States Attorney to institute such suits. Subsequently, at the request of the Director of Grazing the Secretary of the Interior directed the Division of Investigations to serve notices of violation on all persons found grazing in the district who were delinquent in the payment of their fees. This was done during the month of October and I am advised that on November 20 the United States Attorney filed bills of complaint, as directed by the Attorney General, against 39 persons.

Several factors seem clearly to negative any suggestion that the Interior Department has evaded judicial determinations or has taken arbitrary or unreasonable action. First, neither the Secretary of the Interior nor the Director of Grazing has been made a party defendant in any suit to test the validity of their rules, the injunction being directed only to the local officer in charge, who has taken no action to violate it. Furthermore, in view of the fact that the correctness of the holding of the State trial court appears to be open to doubt there is no assurance that the merits of this particular case will be passed upon either by the State supreme court or the United States Supreme Court. Secondly, to the extent that the persons involved are delinquent in the payment of their grazing fees they are deriving benefit from a range improvement program at the expense of their neighbors, since 75 percent of the fees collected is being expended for such purposes. Thirdly, the Government's insistence that the delinquent fees be paid operates as a measure of justice to the 20,000 other licensees who do pay for the use of Government property. Lastly, the delinquent fees which have been assessed under rules promulgated by the officer charged by the Congress with the administration of the act must be regarded as obligations owing the United States until a court of last resort has determined, in an appropriate proceeding to which that officer is a party, that such rules transcend the authority vested in him by the Congress.

It accordingly would appear that the course now being pursued by the Government is an appropriate one and not one of which the persons involved need complain, since they will be in a position to make the same contentions with more certainty that they will be passed upon in the suits which have just been instituted in the Federal court.[2]

Very sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 633:CT]

[1]Pittman said that he had received numerous protests from Nevada livestock operators "against what they term evasion by Interior Department of Judicial determinations, and arbitrary and unreasonable action by the Secretary of the Interior" (OF 633).

[2]Drafted by the Interior Department; Ickes' covering memorandum, Dec. 7, 1939, is with the letter here printed.

954 ROOSEVELT TO SENATOR KEY PITTMAN OF NEVADA

WASHINGTON, *December 9, 1939*

MY DEAR KEY: I have received your letter of November 24, written in response to my letter of November 16 concerning the Boulder Dam State Park bill.

It has been obvious for some time that you do not like my Secretary of the Interior, but I cannot agree with you as to his *character;* nor do I think this consideration should have any place in our discussion. As an executive officer in my Administration, the Secretary of the Interior has certain responsibilities to perform. He cannot function independently, but he is in effect the apex of a pyramid built by laws, precedents and the opinions of thousands of officers and employees living and dead. He cannot fail to follow the sound and proven policies and precedents of his Department without grave danger to himself and to the Government as a whole. I wish we could keep personalities out of our discussion, because I feel sure that the Secretary of the Interior would be just as opposed to the Hemingway Wash proposal if the Senior Senator from Illinois or any other State were involved. He feels the step you propose would be detrimental to national park policies.

My personal views—and I do not see how you can fail to concur in them—are that the Boulder Dam reservation because of its unique character is of National importance and it should be administered and developed accordingly. It is desirable that our extensive study of this subject should result in constructive measures. I should like to have you introduce a bill to establish permanently the Boulder Dam National Recreational Area, with provision that prospecting and mining, except in certain strategic areas, may be carried on under the mining and leasing laws of the United States, subject to such general regulations as may be prescribed by the Department of the Interior to protect the other values involved. Provision should be made, also, for the continuation of existing grazing privileges under permit.

Such a measure would provide the people of Nevada with the opportunities they seek in this reservation, and, at the same time, protect the national interests.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation:STAMPED] (Sgd) ICKES

[13:OF 6—P:CT]

[1]Drafted by Ickes.

955 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE, AND FERDINAND A. SILCOX, CHIEF, FOREST SERVICE

[WASHINGTON] *December 12, 1939*

[Excerpt] MEMORANDUM . . . From my own cursory observation I am inclined to believe that if the 50,000 acres west of the park[1] is included in the park, there will still be far more than enough pulp wood land left to sustain pulp wood mills on the average of capacity on which they have been running for the last five or ten years—probably enough to maintain them, in perpetuity at full capacity.

One trouble with the pulp wood operations has been, as anybody can see with the naked eye, that many thousands of acres have been so completely denuded that reseeding has failed and erosion has started.

If the pulp wood companies will make their cut with proper consideration for reseeding, denudation will cease. At the same time there should be replanting of the present denuded areas. These denuded areas exist on private lands, on state lands, and I regret to say on some of the U. S. forest lands.

I feel certain that the Forest Service can let me have a report on this within a comparatively few days because you have all the necessary figures here in Washington, D. C.

F.D.R.

[13:OF 6—P:CT]

[1]The Olympic National Park.

956 EBERT K. BURLEW, ACTING SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *December 12, 1939*

MY DEAR MR. PRESIDENT: Before leaving Washington, Secretary Ickes asked me to write you concerning the outcome of the week-end conference requested by you between representatives of the Governor of Washington, the Forest Service, and the National Park Service.

Mr. Kizer and Mr. Yantis, representing Governor Martin, reaffirmed their statement that they had no objection to the proposed additions on the north, east and south sides of the park. Asked whether, in view of the plan for a corridor down the Queets to the ocean, they would apply the same principle to the Queets addition, they stated that they would do so only on the basis of compromise for the exclusion, of land in the Bogachiel-Hoh region. This was not satisfactory to the Department of the Interior, but it reduced the discussion to the Bogachiel-Hoh area alone.

It was the impression of Secretary Ickes at the conference with you on Saturday, that Governor Martin and his representatives chiefly desired to have the Bogachiel-Hoh area excluded in order to allay what they described as a state of alarm in the State of Washington over rumored plans for other national parks, or fear that this one would be too large. The Governor's representatives minimized the scenic value of the area and treated it as unnecessary to the park, but did not urge that it was economically vital to the life of the Olympic Peninsula; rather, there seemed to be tacit acceptance of your suggestions that it could be judged by the fact that it constituted about one-half of one percent of the total land area of the peninsula.

On the following day, however, Messrs. Kizer and Yantis laid heavy stress upon the possible need of this tract to sustain the woodpulp industry. As this matter was completely threshed out in the hearing on the first Wallgren bill (which included the Bogachiel-Hoh tract) before the House Committee on the Public Lands in 1936, I have asked that this phase be covered in a brief factual summary which accompanies this letter.

When the Governor's representatives urged, at the White House conference, that the Bogachiel area be kept out of the park because it is a small acreage which would not be missed, they actually testified to its economic unimportance, but not to its lack of value to the national park. The worth to a national park of a superb beauty spot does not depend upon its size any more than the scenic value of Yosemite Falls is measured by the width of Yosemite

Creek.

The Bogachiel Valley, in the area recommended for addition, is more ardently championed for preservation by lovers of nature in the State of Washington, who are personally familiar with it, than any other region in or out of the park. Messrs. Kizer and Yantis at Saturday's White House conference claimed that the best portion of the Bogachiel "rain forest," for a distance of twelve miles up the main valley, and eight miles up the North Fork, is already in the park. At Sunday's conference they laid still heavier emphasis upon this claim, apparently resting the main weight of their position upon it. Today, therefore, Mr. Brant submitted their assertions to Irving M. Clark of Seattle, one of the leading citizens of Washington and past secretary of The Mountaineers, Inc. His reply is as follows:

I am personally familiar with the Bogachiel River valley from its source to the sea. Not one foot of its "rain forest" is inside the present national park. The "rain forest" begins at the western end of the national forest, extends up the valley for a distance of less than nine miles, and ends about half a mile east of the Flap Jack Guard Station, which is one mile outside the park boundary. The statement that the "rain forest" extends twelve miles inside the park is completely contrary to fact. The Bogachiel River at a point twelve miles east of the park boundary is a high mountain brook in open country where the snow is many feet deep in winter and lies on the ground until July. There is no "rain forest" at all on the North Fork of the Bogachiel. The entire Bogachiel "rain forest" lies within the proposed extension of the park.

Against this testimony, Messrs. Kizer and Yantis offer theoretical calculations prepared by Ross K. Tiffany of the Washington State Planning Council, admittedly based on rainfall and forest type maps, and supported by the anonymous testimony of "those who know the region best." Backing this, and heavily emphasized by Mr. Kizer, at the Sunday conference, is a lawyer's technicality. He said that when NPS Regional Director Kittredge of San Francisco, making his first visit to a new national park, discussed park boundaries with Mr. Tiffany, he signed a "statement of fact" which included this tabulation of "rain forest" based on rainfall maps. Incorrect statements of "fact" do not become true because one man accepts the statement made by another man, about conditions in a region which neither man had ever seen; nor does a report disapproved by a governmental department because the facts in it are erroneous have any weight in fixing policy.

Members of the staff do not question the sincerity of Mr. Tiffany. He no doubt thought that the "rain forest" was to be found wherever rainfall is heaviest, which is on the high mountain slopes, while as a matter of fact the "rain forest" is on the floors of narrow valleys which for several miles, combine heavy rainfall with low altitude.

Mr. Kittredge's own statement in the Seattle *Post-Intelligencer* of October 23, 1938 is as follows:

No one knows at the present time what the ultimate boundary of the Olympic Park will be, but it would be a catastrophe if that boundary should be so limited that the national park did not include a representative forest extending down into one of the river valleys such as the Bogachiel. In the Hoh and Bogachiel valleys we find the very finest of all the rain forest on the peninsula.

The economic welfare of the Olympic peninsula does not depend upon the logging of these 40,000 or 50,000 acres of scenic forest. The memorandum accompanying this letter shows that vastly more pulp acreage is available than is needed to sustain the woodpulp industry. If the 1,077,000 acres of standing pulp timber in Jefferson, Challam and Grays Harbor Counties, outside the park and the proposed extension, do not suffice for the pulp industry on a sustained-yield basis, they can be added to indefinitely from the hundreds of thousands of acres of cut-over lands. The fundamental truth about the timber difficulties of the State of Washington was stated in a letter to Governor Martin on September 9, 1938, from Mr. Tiffany of the Washington State Planning Council, who wrote:

Of course, our timber operators, or most of them, are in rather desperately bad circumstances. But is that a valid excuse why we should complacently permit them to strip the hills of their virgin forests and leave on hundreds of thousands of acres absolutely no beginning of a new forest crop?

Mr. Tiffany was describing the destruction needlessly resulting from wrong lumbering practices. In a narrow valley like that of the Bogachiel River, flanked by steep mountains, the only lumbering possible is that which "strips the hills of their virgin forests," and even with the best efforts at reforestation, the forces of erosion will begin where the lumber men leave off.

It is the recommendation of Secretary Ickes that the Bogachiel-Hoh and Queets tracts, as shown on the accompanying map, be added to the Olympic National Park along with the other areas to which no objections have been raised. In so doing the Secretary would express the opinion, that these three are by far the most beautiful and most essential to the park of all the recommended additions. Their preservation has become a symbol to many people of the new spirit in government which led to the creation of this national park.[1]

Sincerely yours,

E. K. BURLEW

[13:OF 6—P:TS]

[1]Ickes devotes a paragraph to this conference in his *Diary,* III, 94. He said that Roosevelt told them that he expected to sign the proclamation enlarging the park before the end of the year.

957 ***[Enclosure]*** **FRED J. OVERLY, ASSOCIATE FORESTER, NATIONAL PARK SERVICE, TO ARNO B. CAMMERER, DIRECTOR, NATIONAL PARK SERVICE**

WASHINGTON, *December 12, 1939*

MEMORANDUM FOR THE DIRECTOR: With minor exceptions, the areas proposed for addition in the Bogachiel, Hoh and Queets Valleys were included in the first Wallgren bill (H. R. 7086), which was favorably reported by the House Committee on the Public Lands in 1936. In addition, that bill included the Sams River and Matheny Creek areas between the Queets and the Quinault, containing approximately 50,000 acres of practically a solid stand of pulp timber, now eliminated from the park.

The hearing before the House Committee on the Public Lands showed that even with this larger volume of pulp timber, the establishment of the park would not injure the pulp industry. The testimony of Forester W. H. Horning showed that in the area tributary to Grays Harbor and Port Angeles, economically available pulp timber amounted to 73,000,000 cords. Annual consumption at capacity of the mills at Port Angeles and Grays Harbor is 400,000 cords per year. At this rate the standing pulpwood would last 183 years, not considering new growth.

Mr. Horning estimated that the amount of pulpwood tributary to Port Angeles ". . . without any consideration of new growth, is sufficient to last these mills 77 years . . ." and that the pulpwood tributary to Grays Harbor was sufficient to supply the existing mill for 500 years. The dividing line between timber economically available to one place or the other is not a fixed one, and any demand for it would bring part of the Grays Harbor surplus into the Port Angeles area.

Any deviation from these 1936 findings concerning the timber on the west side of the

peninsula which were based on the inventory phase of the Forest Survey by the Forest Service would increase the pulp reserves of the peninsula by the elimination from the park of the 50,000 acres on Sams River and Matheny Creek.

The figures furnished by Mr. Yantis, that the region north and west of the park contains 18,666,000,000 board feet of pulp timber and the consumption in tributary mills is 447,000,000 a year, are misleading. The figure of total pulp timber for the limited area embraced is probably correct, but the consumption given is greater than the capacity consumption of all the mills on the Olympic Peninsula. In fact, it is more than half of the total consumption of all the pulp mills in Western Washington from the Columbia River to Canada, based upon the 1936 rate of production.

If pulp mills on Puget Sound are to be considered in connection with timber stands on the west side of the Olympic Peninsula, then all the sources of their timber supply must be considered, and that includes all of Northwestern Washington and Western British Columbia.

The statements made by the representatives of the Governor of the State of Washington at our Sunday conference, that the proposed additions on the Bogachiel and Hoh contain little large old-growth Douglas fir, and that Sitka spruce and large old-growth fir increase as one goes up these rivers inside the park, are contrary to fact. The Bogachiel and Hoh additions contain approximately 319,000,000 feet of large old-growth Douglas fir. Furthermore, the Douglas fir inside the park, on the Bogachiel, quickly changes to small old-growth. The lithographed forest type maps of the Forest Service do not distinguish between large and small old-growth fir, but they are distinct on the large scale type maps.

It should be noted that the estimates of competent foresters which show adequate pulp reserves for the regions tributary to the western part of the peninsula, take no account of regrowth, which under proper management would greatly increase the amount of available pulpwood.

When H. R. 10024 was before Congress, and included a Bogachiel tract running three miles farther west than the present proposed addition, although including slightly less acreage, Chief Forester Silcox was quoted as follows in the Port Angeles *Evening News* of April 8, 1938 in connection with the timber in that park proposal: ". . . Chief Forester Silcox said he believes removal of the timber from the public market will never have much effect on paper mill operations especially if the supply outside the park is properly managed to insure a sustaining yield. . . ."

FRED J. OVERLY

[13:OF 6—P:TS]

958 ROOSEVELT TO EBERT K. BURLEW, ACTING SECRETARY OF THE INTERIOR

WASHINGTON, *December 14, 1939*

MEMORANDUM FOR HON. E. K. BURLEW: In order to clear up the question of whether the Bogachiel area west of the present national park boundary should be added to the park, please telegraph to one of your park service men to take photographs in the valley floor. I should like these photographs taken every half mile beginning at a point two or three miles east of the present national park west boundary and proceeding thence westward three or four miles into the new proposed addition.

This should prove whether a rain forest gets its name from rainfall or from the type of vegetation in a given area.

F.D.R.

[13:OF 6—P:CT]

959 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *December 18, 1939*

DEAR MR. PRESIDENT: In response to your request at the recent conference in your office on the Olympic National Park extensions, the Forest Service has studied the possible effects of the proposed additional park withdrawals on the pulp timber sustained yield possibilities of the part of the peninsula most likely to be affected.

Although the mixed ownership and the present pattern of cross haul of raw material make it impossible to tie down a given area of timber to any one industrial center, it is reasonable to assume that the additional withdrawals would affect principally the dependent populations in the territory around Port Angeles and on Grays Harbor.

The peninsula timber outside the Park and proposed extensions, exclusive of those on the Queets, Hoh, and Bogachiel rivers, most logically tributary to these two centers lies in an area beginning at Sequim, east of Port Angeles, on the north side of the peninsula and extending thence around the west side and to a line running generally north from about Montesano on the south side. Forest Service estimates of the pulp timber in all ownerships in the various working circles in this territory show a total of 50 million cords. The present annual pulp mill requirements in this area, at Port Angeles and on Grays Harbor, are approximately 400,000 cords.

Our research shows that in this territory a 90-year rotation will produce the highest yield of pulp timber. On this basis, the existing stand of merchantable timber would last the existing mills 125 years, without considering volume added by new growth. Thus existing mills would have more than enough timber to assure sustained yield. This oversupply would thus permit an expansion of pulp mill capacity of 38 per cent. The oversupply of pulp timber lies chiefly toward the Grays Harbor end of the territory. Some such expansion is obviously called for in order to help replace the employment base now furnished by the waning lumber industry.

Complete attainment of the foregoing objective will, of course, depend upon cessation of the present shipments of part of the pulp timber cut in this area to mills elsewhere, or offsetting shipments from non-peninsula sources, which would probably be limited largely to the area south of Grays Harbor.

The proposed park withdrawals on the Queets, Hoh, and Bogachiel rivers contain approximately 3-1/2 million cords of pulp timber. Removal of this quantity from the economic base would not, as the above figures show, and as you surmise in your memorandum of December 12, endanger the life of the existing mills. It would reduce the opportunity for expansion to 30 per cent. . . .

Respectfully,

H. A. WALLACE

[APS] Silcox was taken with a severe heart attack Wednesday evening and today has about a

50-50 chance of living.[1]

[13:OF 6—P:TS]

[1]Silcox died Dec. 20, 1939, of coronary thrombosis. Ickes said that he was not only an excellent head of the Forest Service but that he had a broad social and economic outlook. He said that he had planned to make Silcox an Under Secretary of Interior when the Forest Service was brought under the Interior Department *(Ickes' Diary,* III, 94).

960 ROOSEVELT TO GOVERNOR CLARENCE D. MARTIN, Olympia, Washington

WASHINGTON, *December 21, 1939*

MY DEAR GOVERNOR MARTIN: I have given attentive consideration to the matters we discussed at our consultation on additions to the Olympic National Park, and to the memoranda submitted afterwards by your representatives and by the Secretary of the Interior and the Secretary of Agriculture. Since there was agreement in principle between us as to all of the proposed extensions, and agreement in fact as to all but one of them, I have paid particular attention to the tract on the Bogachiel and Hoh Rivers, which formed the principal basis of our discussion.

After reading the letter written to me by your representatives, Mr. B. H. Kizer and Mr. George F. Yantis, dated December 10,[1] I requested the Secretary of Agriculture to have the Forest Service make a special study of the principal question raised in it: whether the additions proposed on the western side of the park are necessary to maintain the wood pulp industry of the Olympic peninsula. The other question raised, whether the portion of the Bogachiel valley now in the park contains an adequate representation of "rain forest," I reserved for a personal inquiry.

The Secretary of Agriculture reported to me on December 18 that although it is impossible to tie down a given area of timber to any one industrial center, "it is reasonable to assume that additional withdrawals [for inclusion in the park][2] would affect principally the dependent populations in the territory around Port Angeles and on Grays Harbor." The Forest Service study, he said, showed that with pulp timber placed on a 90 year rotation cycle, "the existing stand of merchantable timber would last the existing mills 125 years, without considering volume added by new growth. Thus existing mills would have more than enough timber to assure sustained yield."

After deducting the timber in the proposed additions to the park on the Queets, Hoh and Bogachiel Rivers, the Secretary of Agriculture informed me that it would be possible to expand the existing pulp industry by 30 per cent, with timber on a 90 year sustained yield cycle. When you were with me at the White House, we talked of a 40 year or 50 year cycle for pulp timber. If the shorter cycle should be found more advantageous than the more conservative figure used by the Forest Service, it would of course increase the surplus of pulp timber for existing mills.

Having satisfied myself that the proposed additions would not harm the established *pulp*[3] industries of the peninsula, I considered the conflict of testimony as to the location of the most striking "rain forest" in the Bogachiel Valley—whether it is in the present park or in the proposed addition. I directed that all available photographs taken in that valley be sent to the White House, arranged in geographical sequence. From a study of them, covering the valley for a length of twenty miles, I concluded that the location of a "rain forest" depends to a great extent upon the definition of it, but that, taking it to mean the conspicuous rooting of trees on fallen trees and stumps and the heavy growth of tree moss, the principal part of the Bogachiel

"rain forest" is west of the present park boundary. These characteristics diminish with the increase in altitude inside of the park. I was also impressed by the steepness of the mountain slopes bordering the Bogachiel and Hoh valleys, as revealed by airplane photographs; a self-evident handicap to lumbering by the methods that we discussed here.

I feel sure, from our discussion at the White House, that the same considerations which induce me to include the Bogachiel-Hoh and Queets tracts in the national park will make the action satisfactory to you, since the only question that arose related to the factual basis for a decision.

Turning now to the proposed parkway down the Queets River to the ocean and north along the ocean front, I take this occasion to repeat the substance of our discussion of the subject. I fully approve of your request that statutory provisions be made for highway and railroad transit across the Queets corridor, if the parkway is established, so that no harm may be done to state or private timber lands. I think that we are in full agreement as to the recreational value of this project to the people of Washington and visitors to the State.

In conclusion, let me repeat also what I said at our conference, to the effect that I have always looked upon the establishment of the Olympic National Park as part of a much broader program of planned use of the larger land area around it; a program in which the Federal and State governments would act together to preserve the timber lands as a never-failing source of sustenance for the people. Outside of the park this is primarily a question of timber management. It was plain at our conference that we see eye to eye on this matter, and I hope that some plan of action may soon be worked out.

Allow me to express my appreciation of your co-operative attitude, and to say once more that my conviction is that our government has done well to preserve this perpetual scenic memorial of the world's most remarkable forest growth. I am still looking forward to the visit, postponed from last summer, to the State of Washington and the Olympic Peninsula.

Sincerely yours,

(Signed) FRANKLIN D. ROOSEVELT

[13:OF 6—P:T:COPY]

[1]Not present.

[2]Brackets in original.

[3]This letter was drafted by the Interior Department and sent by Roosevelt to Wallace for review. Wallace made no change except to suggest the addition of the word "pulp," here underlined by Roosevelt. Commenting on the draft in his letter to Roosevelt of Dec. 28, 1939 (OF 6—P), Wallace said: "In order to avoid the possibility of someone challenging your statement because of the possible effect of the withdrawals on the diminishing sawmill industry, I would suggest inserting the word 'pulp' before the word 'industries' . . ."

961 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Dec. 21, 1939*

Through: Bureau of the Budget, The Attorney General, Division of the Federal Register.

MY DEAR MR. PRESIDENT: I enclose for your consideration a form of proclamation to extend the boundaries of Olympic National Park, Washington, pursuant to the provisions of

the Act of June 29, 1938 (52 *Stat.* 1241).

The terms and conditions of section 5 of the Act have been fully complied with.

The issuance of the proposed proclamation will give protection to an additional forest area of gigantic trees on the western slope of the Olympic Mountains. It will include, also, mountainous areas of unusual scenic and recreational value. The primary purpose of the Olympic National Park is the preservation of this outstanding wilderness. The recommended extension will provide a more complete administrative and recreational unit.

Of the 187,411 acres involved, 6,188 acres are patented homestead entries and 1,395 acres are State land. The remaining 179,828 acres are public land. There is attached a map showing the recommended additions.

The proposed proclamation has been drafted subject to valid existing rights, and its issuance is respectfully recommended.[1]

Sincerely yours,

HAROLD L. ICKES

[13:OF 6—P:TS]

[1]Issued Jan. 2, 1940, as Proclamation 2379.

962 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *December 21, 1939*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: In view of the fact that the Grand Coulee Dam will be finished early in 1941, I believe it is time for us to plan for its use.

This use divides itself into two parts:

(a) Surplus power over and above power needs for pumping water into the Columbia Basin. This subject should be referred to the National Power Policy Committee. It affects, of course, the tie-in with Bonneville and with existing power consumer cooperatives, rural lines, etc., and it has a bearing on a possible third dam in the Columbia River, half way between Grand Coulee and Bonneville.

(b) The development of the Columbia Basin itself. I feel very strongly on this subject. I understand that it is believed by Reclamation Bureau that when water is provided, 80,000 families can be put on the land. If this estimate is correct it will mean approximately 20,000 other families who will be engaged in services such as gasoline stations, small stores, transportation, local governmental operations, etc., etc. I hope the Government can lay down a definite policy that all lands will be open only to relief families or families which for many different reasons have abandoned their homes and fled to the coastal region or are now "adrift" in various parts of the country. In other words, I want to give first chance to the "Grapes of Wrath" families of the nation.

I realize that a percentage of these families are shiftless and that an even larger percentage of them are so ignorant of farm and home economics that without help they would make a failure on this new land.

The work of the rural rehabilitation and WPA colonization projects during the past seven years has demonstrated nevertheless that given supervision and instruction for a few years this condition of ignorance can, in most cases, be overcome. This entails in any planning a fairly large overhead covering supervision and instruction during the first few years. It envisages also a percentage of families who, no matter how much they are supervised and instructed, will fail to make good. Such families would, of course, have to be replaced by others who would make good.

All in all this is a tremendous subject and I call your attention to the definite possibility of planning in the Columbia Basin for certain local industries to supplement agriculture—decentralized industries which will fill purely local needs and not export their production beyond the Columbia Basin.

It is obvious from the history of Oregon and Washington apple growing, for example, that there has probably been too much apple production in that area. There is, using the same illustration, a growing improvement in apple production in the Appalachian section with the result that proportionately fewer Pacific Coast apples are sold in local eastern markets than formerly. The eastern and southern growers have at last begun to learn how to grade, pick and store their apples.

In the same way there is a tendency in the Far West to grow too many onions and similar specialized crops, thus creating too great dependence on eastern markets and too little diversification of crops.

The Columbia Basin project requires, therefore, a comprehensive agricultural and industrial economic survey. The Basin can eventually support 500,000 of our citizens, and I should like to have it so planned that opportunity for settlement will be given primarily to those families which are today in need.

Finally, the whole Basin should be planned with the thought of making the Basin economically self-supporting as far as possible. There is no reason, for instance, why the Basin should not make the equivalent of its whole shoe supply because hides are available close to the site. Certain woolen goods can be manufactured and it might be possible to work out small glass and crockery factories.

This part of the survey should, I think, be referred to the National Resources Committee, and I am sending a copy of this memorandum to Mr. Delano.[1]

F.D.R.

[13:OF 360:CT]

[1](The National Resources Planning Board is meant.) Ickes replied Jan. 19, 1940 (OF 360), describing the plans for the power and irrigation development of the area. He agreed that homesteads should he furnished for some of the people in "dire need" but said that the project was not big enough to be divided into farm plots for all those needing resettlement.

963 ROOSEVELT TO CLYDE L. SEAVEY, CHAIRMAN, FEDERAL POWER COMMISSION

[WASHINGTON] *December 22, 1939*

DEAR CLYDE: You and Mrs. Seavey are perfectly grand to make that wonderful suggestion

of giving me some sequoia gigantea trees to plant at Hyde Park and I would be thrilled except for the fact that I have a very grave fear that they would not grow.[1]

Three years ago I planted four or five of them and several specimens of other sequoia, of western yellow pine, and western cedar. All of them died during the winter though they were planted in a protected space. Also I raised several sequoia from seed and while they did beautifully in the greenhouse, they died when put out in the woods the following year. The only Pacific Coast trees that I have had any luck with at all are three or four cedars and a small growth of Douglas fir.

The only sequoia that I know of which has really survived is a tree at Syracuse, N. Y. It is, I think, at least fifty or sixty years old.

Just to make sure, I will check with Professor Nelson Brown at the State College of Forestry and get his opinion on the possibility of survival at Hyde Park.

My warm regards and a Merry Christmas to you both.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR/TMB

[13:PPF 6391:CT]

[1]This refers to Seavey's letter of Dec. 21, 1939 (PPF 6391), concerning a gift of sequoias for planting on the grounds of the Roosevelt Library.

964 PRESS CONFERENCE, Executive Offices of the White House, January 2, 1940, 4:10 P. M.

[Excerpt] The President: I signed a Proclamation today that won't mean anything to anybody except an engineer or surveyor from the Interior Department or Forestry. It is the Proclamation enlarging the Olympic National Park. I was given authority under the bill to add a certain number of acres to the Olympic National Park which, as originally set up, followed the lines of the old monument.[1]

We had a hearing, as you know, and the Governor came down.

Steve, hold this up for me. I can explain it in about a minute.

Everything in the middle in here was the old Park. There was no question at all about the areas on the north or on the east or on the south—these green areas to be added, or that.

The only question that arose was as to whether these two little green areas should be taken out of the National Forest and added to the Park. There, again, the question hinged on two matters of fact. Some of the people out there thought that by taking these two little green corners on the west into the Park, that we might jeopardize what they call the sustained yield of pulp wood to supply paper, the pulp mills up on Puget Sound and down here around Tacoma on the south, the Pacific side. The Forestry *[sic]* Service gave us a survey that showed that even if these two areas are added to the Park, there is enough pulp wood on the rotation principle, that is to say, cutting the trees when they are between forty and fifty years old, in this general area west of the Park to maintain all of the pulp mills on Puget Sound and

on the Pacific, not only at their present rate of capacity but thirty per cent greater than they are running today. On the basis of that report there is no reason why these two corners—strips on the west—should not be added to the Park.

The other question was the question of what is a rain forest? The southern strip, going west, follows the valley of the Hoh River, a very beautiful scenic section with very steep hillsides, and the northern strip is the upper valley of the Bogachiel River—wait until I find the thing; I cannot spell it unless I read it; B-o-g-a-c-h-i-e-l—and there again we wanted to preserve for the public this thing called rain forest, which means original virgin timber, very large timber, that is covered with a mossy growth. Some people said that this rain forest existed east of that green area in the higher latitudes, getting up towards the top of the mountains, but we found that while there is just as much rain up there, you do not have the moss because you get up too high.

And so, on those two reasons, of finding of fact, we are including those two areas in the Park.

Q: Is there any particular reason for leaving that so-called corridor you have in there?

The President: Well, eventually those two valleys, the southern one, the valley down the Hoh, and the northern one, going up this way, and down the Bogachiel—eventually we want to extend that to the Pacific Ocean.

Q: Why isn't that strip in there?

The President: Because that is just the tops of mountains.

Mr. Early: You want your total acreage.

The President: Oh, this still leaves—this still leaves under the Act about 50,000 acres more that can be, in the future, taken into the Park. There won't be any action on that until we know what the use is going to be like—whether the public will go in.

[13: PRESIDENT'S PRESS CONFERENCES: T]

[1]Roosevelt added 187,411 acres to the park by Proclamation 2379, under authority of the act approved June 29, 1938 (52 *Stat.* 1241).

965 ROOSEVELT TO HARRY H. WOODRING, SECRETARY OF WAR

WASHINGTON, *January 3, 1940*

MEMORANDUM FOR THE SECRETARY OF WAR: In regard to flood control projects for the Cumberland River, please ask the Chief of Engineers to get in touch with the Tennessee Valley Authority, the Reclamation Service, the Department of Agriculture and the National Resources Committee,[1] in order to work out with them an outline of procedure for the treatment of the broad development of the Cumberland Basin with somewhat the same objectives as in the case of the Tennessee Basin.

F.D.R.

[13:OF 132:CT]

[1]Roosevelt meant the National Resources Planning Board. The National Resources Committee had been abolished on July 1, 1939.

966 ROOSEVELT TO CLYDE L. SEAVEY, CHAIRMAN, FEDERAL POWER COMMISSION

[WASHINGTON] *January 10, 1940*

MY DEAR SEAVEY: I wrote to Professor Nelson C. Brown at the New York State College of Forestry in Syracuse, and I am evidently wrong about the Sequoias. He says:

I think it would be worth trying. There is a Sequoia gigantea which has survived the extreme winters of Syracuse for the past six years, and your part of the Hudson Valley is very much warmer. If we selected a protected spot with a southern exposure, I think they would survive the winters there. There are several good sized trees about 30 to 40 feet high at Rye, N. Y., which I have personally seen.[1]

Professor Brown also suggests that the planting should be done next April—preferably small trees up to 2 feet tall—and the root systems kept moist in transit.

I know the exact spot to put them in—on the south side of the new Library, which will give them protection from the north and northwest.

It would be grand to have these trees and if they are put in this Spring, you and Mrs. Seavey must come up and see them.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:PPF 6391:CT]

[1]In the letter here quoted (Jan. 2, 1940, PPF 38), Roosevelt's letter to Brown is referred to as of Dec. 22, 1939. No copy of it has been found.

967 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *January 11, 1940*

TO THE CONGRESS OF THE UNITED STATES: The provision for the wise use and conservation of our national resources must necessarily be one of the primary responsibilities of the Federal Government at all times. Through research leading to the development of programs and recommendations, the National Resources Planning Board and its predecessors have been at work for the past six years in the interest of planning for resources conservation and use. This is democratic planning. It is decentralized; it is based on the wishes of the people who through their elected representatives decide what plans we will develop and follow; it is planning "from the ground up."

The accomplishments of the National Resources Committee in a large measure have been the results of cooperation with Federal and non-Federal planning groups. Today there are planning organizations by various names in many Federal agencies; there are also 43 State Planning Boards and hundreds of county and city planning groups. The continuance in operation of these democratic planning activities demonstrates the desire of our people for the utilization of long-range planning to conserve and develop our resources.

The functions and duties of the National Resources Committee, as you know, were transferred under Reorganization Plan No. 1 to the National Resources Planning Board in the

Executive Office. The story of the Committee's work and a picture of the responsibilities that lie ahead of the National Resources Planning Board are presented in the Progress Report of the National Resources Committee, which I now transmit for the information of the Congress.[1]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES: M]

[1]*Progress Report, 1939, Statement of the Advisory Committee, National Resources Committee* (Washington, 1939). In addition to covering the work of the National Resources Committee for the fiscal year 1939, the report reviewed the activities and recommendations of the committee and its predecessors during the preceding six years. In the Senate the message and report were referred to the Committee on Public Lands and Surveys; in the House to the Committee of the Whole House *(Cong. Rec.*, 76th Cong., 3d sess., 86:1, 269-270).

968 ROOSEVELT TO HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *January 13, 1940*

MEMORANDUM FOR HAROLD SMITH: When you get back, will you go over this draft transmitting Plan III with Louis Brownlow and add to it the changes we talked of for taking several bureaus out of Interior and try to put it in final form for me. I would like to plan to send it to the Congress the end of this month.

F.D.R.

[Notation: A] President made no changes in draft which was used as working copy on message.[1]

[13:OF 285—C:T]

[1]No further reference to the removal of bureaus from the Interior Department has been found. This "Draft of Message for Transmitting Plan III" was prepared by the Budget Bureau and sent to Roosevelt by Budget Director Smith with a note dated Jan. 6, 1940 (OF 285—C). The draft provided for the transfer of the Forest Service to the Interior Department; about half of the eleven-page typescript was devoted to a justification of the proposed change. No part of this draft appears in the President's message to Congress of April 2, 1940, transmitting Plan III (printed in Rosenman, ed., *Public Papers,* IX, 112-123), and the message contained no mention of a Forest Service transfer.

969 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *January 15, 1940*

TO THE CONGRESS OF THE UNITED STATES: So much publicity has been given by the press and in other ways to the power development feature of the work of the Tennessee Valley Authority that it is fair to assume that many of our citizens and even government officials hold a belief that the purpose of the Act creating the Authority was primarily the development of electric power.

It is perhaps time to call attention to this utter fallacy.

The original legislation, based on my recommendation to the Congress in 1933, was intended —in part as an experimental project—to raise the standards of life by increasing social and economic advantages in a given area, in this case the whole of the watershed which runs into

the Tennessee River and including portions of many States.

Part of this objective meant the elimination of very large annual damage to life and property as a result of floods; and, therefore, it was planned to build a series of dams in the Tennessee River and on some of its many tributaries. The building of such dams would, it was figured, reduce property damage which had averaged $20,000,000 a year for a long time. The building of such dams would also make possible the production of a large amount of electric power and would also afford barge navigation for many hundreds of miles up the river.

Furthermore, the original objective of the law included many other things, such as the planting of water-retaining forests near the headwaters of the many rivers and streams, the terracing of farm hillsides, the building of small check-dams, the development of fertilizer, the diversification of crops and other soil building methods, the improvement of highways and other forms of transportation, the bringing in of small industries, the extension of rural electric lines, and many other similar activities.

In other words, it is time that people should understand that power development was only a part—and ultimately only a relatively small part—of a great social and economic experiment in one of our major watersheds.

From time to time I have transmitted to the Congress special reports from the Tennessee Valley Authority relating to special subjects in the progress of this great task. I am transmitting herewith the latest of these reports, a monograph on the "Recreation Development of the Tennessee River System."[1] This summarizes "the results that have been accomplished through certain experiments and demonstrations in this field and contains specific conclusions and recommendations with respect to additional legislation on this subject." It is coming to be realized more and more that in the improvement of our American civilization we cannot stop at hospitals and schools any more than we can confine ourselves to strictly economic subjects. Recreation in its broad sense is a definite factor in the improvement of the bodies and minds of our future citizens.

I hope that this report, which is only one of many which the Tennessee Valley Authority has made from time to time will dispel any erroneous impression that the Tennessee Valley Authority's work is concerned primarily with the mere development of electric power.[1]

FRANKLIN D. ROOSEVELT

[W.H. PRESS RELEASES:M]

[1]Printed under this title, with the message of the President, as House Document 565, 76 Cong., 3d sess. (Washington, 1940).

[2]Other texts of this message (Speech File) are two drafts: the first a carbon type script; the second an edited ribbon copy of the first. The first draft bears the notation, in what appears to be Miss LeHand's writing, "Dictated Jan. 11/1940." The second draft has several revisions in Roosevelt's hand, including the insertion of "and even government officials" in the first paragraph, and the substitution of "terracing" for "contouring" in the fifth. In the Senate the message was referred to the Committee on Agriculture and Forestry; in the House, to the Committee on Military Affairs *(Cong. Rec.*, 76th Cong., 3d sess., 86:1, 325-326, 342-343).

970 ROOSEVELT TO GIFFORD PINCHOT, Washington

[WASHINGTON] *January 15, 1940*

DEAR GIFFORD: I have received the form letters and my general reaction to them is

unfavorable because this sort of organized drive is just as much a special group effort as drives on the Congress or the President by separate Protestant denominations or individuals like Coughlin or the United States Chamber of Commerce or the Cattlemen's Associations or, for that matter, horrid things like the K. K. K. itself.[1]

I do not believe in group drives anyway because I think they have hurt the improvement of the general processes of administrative government and Congressional decisions.

Furthermore, to suggest that we should have two recreation departments doing practically identical work, one in the Department of Agriculture and the other in the Department of the Interior is wasteful and inefficient.

There are two schools of thought in regard to the two Departments concerned—one is that everything that grows should be in the Department of Agriculture and only inanimate things, like minerals and oils, should be in the Department of the Interior. If this were done the Department of Agriculture would be bigger than all the other Departments of the Government put together, both in personnel and in money spending, and the Department of the Interior would have two or three minor Bureaus in it only. One of the essentials of Government is to prevent any one Department from becoming a tail that runs the Federal dog!

A more logical division goes back to the origin of both Departments. The Department of the Interior was organized primarily to take charge of Government owned land, and the Department of Agriculture was organized primarily to look over the needs of the private landowners of the United States.

Frankly, I am getting to the point of believing that logic favors the latter view. And, incidentally, the days have passed when any human being can say that the Department of Agriculture is wholly pure and honest and the Department of the Interior is utterly black and crooked.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PSF:INTERIOR:CT]

[1]Pinchot had drafted a letter to Roosevelt opposing transfer of the Forest Service to the Interior Department and had sent mimeographed copies to faculty members of American forestry schools for signature. One hundred and thirty-nine signed letters and fourteen unsigned letters were returned to Pinchot; these were sent by him to Roosevelt with his covering letter of Jan. 13, 1940 (OF I—C).

971 GIFFORD PINCHOT TO ROOSEVELT

WASHINGTON, D. C., *January 17, 1940*

DEAR FRANKLIN: Many thanks for your letter of January 15.

Here are some of the reasons why, as a matter of sound government organization, the Forest Service should not be transferred.

The Service was born, grew up, and for a long generation has done admirable work in the Department of Agriculture. There is no tenable claim that it could do better elsewhere, and no reason to expect that it could do as well.

The Forest Service is a research as well as an executive organization. This union of research and administration underlies the progress of forestry and the morale and efficiency of the Service. To separate the two would ruin the Service. This union is also the distinguishing characteristic of the Department of Agriculture.

The Service is in constant necessary cooperation with more than half of the twenty-odd other organizations in the Department, such as the Soil Conservation Service, the Bureaus of Agricultural Economics, Entomology, Plant Industry, etc., etc. That cooperation would be badly dislocated if the transfer were made.

The sentiment of the people most concerned is overwhelmingly opposed to the transfer. Users of the National Forests; experts in forestry in and out of the government service; the great national agricultural organizations and many others; the people of the Rocky Mountain and Pacific coast states and their representatives in Senate and House, of both parties—all these are, in immense majority, vigorously opposed to the transfer and in favor of keeping the Service where it is.

Silcox did not believe that the Forest Service could continue to succeed if transferred to the Interior Department. I understand that he gave you his reasons.

The transfer is not a question of personalities, but of good permanent organization. Secretaries pass; the natural relations between lines of work do not. If Harold Ickes were in Agriculture and Henry Wallace in Interior, I would still be emphatically opposed to the proposed transfer.

To uproot the Service from its lifelong surroundings would do great injury to its morale, to its essential cooperation with other agricultural bureaus, to its relations with the users of the National Forests, and to public support. Only the strongest constructive reasons could justify it. So far as I know, such reasons do not exist.

It strikes me as particularly unfortunate that conservation should become a controversial issue just at this time when I believe it can be made the foundation of enduring peace between nations. This is what I have wanted to see you about. I enclose a memorandum on the subject.[1]

Faithfully yours,

GIFFORD PINCHOT

[APS] And I still want to see you about it.

[13: PSF:INTERIOR: TS]

[1]"A Plan for Permanent Peace Through International Cooperation in the Conservation and Distribution of Natural Resources," a nine-page typescript, signed by Pinchot and dated Jan. 17, 1940. Because its content is duplicated in Pinchot's several later memoranda on the same subject it is not printed here.

972 PRESS CONFERENCE, Executive Offices of the White House, January 19, 1940, 10:50 A. M.

[Excerpt] The President: Well, I will give you a very simple example on the National Resources Committee:[1] I am studying now—I won't give you a story on it at the present time because it is a darned good story by itself—but in the course of the next couple of years we are going to be able to throw open to settlement this very great region called the Columbia

Basin, which is the old bed of the Columbia River. When Grand Coulee starts the pumps going, pumping the water up on the Columbia Basin—some of you have been there with me—it means irrigated land for, oh, as I remember the figure, about eighty thousand families and probably another twenty thousand families to run the services for those eighty thousand.

That is a population, eventually, of half a million people.

Now, what are we going to do? Let them come in like Topsy, first come, first served? Shall we take people who need to go there or people who do not need to go there? Are we going to let that half a million people go in for one special crop, like the Yakima Valley did, and produce more apples than we can possibly use? Are we going to turn the area over to sugar beets and add to our complicated sugar problem? Or, are we going to plan for this? Are we going to make it purely agricultural or will we plan to put local industries in there?

Those are things we do not know. How does the Government study a recommendation to the Congress? No one department of the Government has qualifications to make a complete study. It is economic, social, agricultural, et cetera and so on. There has to be some small Government agency to make studies of that kind, calling on other Government departments, calling on private industry, private agriculture, to help work out a plan. That is the National Resources Board and, actually, by this type of planning ahead for new things, we save the expenditure in the future of millions and millions of dollars that could be saved by preventing overlapping and by preventing the kind of economy in this region which would lose a hundred times the cost of running this small National Resources Committee.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]Roosevelt had referred to certain agencies as "money saving agencies" in connection with appropriation bills under consideration by Congress.

973 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *January 25, 1940*

MY DEAR MR. SECRETARY: I have received First Assistant Secretary Burlew's letter of January 9, 1940, concerning the proposed reorganization of the Civilian Conservation Corps.[1]

While I recognize that the proposal has for its purpose economy in operations and perhaps more efficient administration, it is my belief that the Corps should not lose its identity and that it should be continued as a policy making body with a Director responsible for its general functions.

I am particularly interested in many of the economies mentioned. It seems to me, however, that it would be possible to accomplish a number of these under the present organization. I am therefore asking the Director of the Bureau of the Budget to undertake a study of the Corps' activities in the near future in order to determine what savings can be made and if any practical advantages would result from the changes suggested in Mr. Burlew's letter.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] Copy sent to Budget 1/25/40 hm
[Notation: AS] HDS 2

[13:OF 268:CT]

[1]According to Burlew's letter (OF 268), his plan for reorganization of the Civilian Conservation Corps was prepared in accordance with a request of Roosevelt to Ickes. Burlew proposed to reduce CCC expenses by abolishing the Office of the Director, replacing this with a committee to be composed of one of the President's executive assistants and representatives of the Agriculture and Interior Departments, and by the withdrawal of the Army from the program.

[2]Budget Director Harold D. Smith, in whose agency this letter was drafted.

974 SENATOR GEORGE W. NORRIS OF NEBRASKA TO ROOSEVELT

WASHINGTON, D. C., *January 25, 1940*

MY DEAR MR. PRESIDENT: I am very sorry to learn that you have changed your mind and have decided to issue an order transferring the Forest Service from the Department of Agriculture to the Department of the Interior.

I shall not go into details, because at the conference which we recently held I expressed quite fully my ideas on the subject.[1] I want to make one last suggestion and that is that the entire matter might be settled satisfactorily by making Mr. Ickes Secretary of War.

I appreciate the fact that Mr. Ickes' real interest is in conservation. In the War Department, he would have a wonderful opportunity to do a real service in carrying out your ideas of conservation. He possesses the peculiar qualities that fit him admirably for this work, and as I have pointed out to you several times the War Department through some of its agencies has not been in harmony with your own policy of conservation. As I see it, there is no other person who could more satisfactorily perform this job than Mr. Ickes.[1]

Sincerely yours,

G. W. NORRIS

[13: PSF: INTERIOR:TS]

[1]Norris lunched with Roosevelt on Jan. 18, 1940 (PPF I—O). On the next day, following the weekly Cabinet meeting, Ickes again urged on the President the need for haste in transferring the Forest Service to Interior. Roosevelt told him that Norris had informed him that to send the executive order to Congress then would "split his friends in two factions." However, on January 24 Ickes had lunch with Roosevelt and they, with Budget Director Smith, went over a draft of an executive order to effect the transfer *(Ickes' Diary,* III, 114, 318). What probably caused Roosevelt to change his mind was a telephone call from Senator Bankhead on January 29 to the effect that an order to transfer the Forest Service would arouse "serious controversy" in the Senate and would probably be defeated (Watson to Roosevelt, Jan. 29, 1940, OF I—C).

[2]An attached memorandum, Roosevelt to Ickes, Feb. 6, 1940, reads, "To read for your amusement and return for my files." Ickes, however, was not unreceptive to the idea: on May 24 he noted in his *Diary* (III, 181): "The President . . . has Fiorello LaGuardia in mind for Secretary of War. . . . I am not sure of this and, besides, I frankly admit that I would like to have it myself now."

975 ROOSEVELT TO EDWARD A. O'NEAL, PRESIDENT, AMERICAN FARM BUREAU FEDERATION, Chicago

[WASHINGTON] *February 1, 1940*

Personal

DEAR ED: I have not made a final decision on the proposed transfer of Forest Service to Interior but there are two points I want to make clear to you.

1. There is no thought of transferring farmers' wood lots which are in a very true sense, a crop. This function will remain in Agriculture and there is no farmer who grows trees as one of his crops who needs worry.

2. The other point is that ninety-eight percent of the Forest Service work relates to Federal government lands, a great part of it checker-boarded with very similar public lands which have always been under the Interior Department. There would be a great saving in putting both Services on these contiguous lands in the same department and, incidentally, the cattlemen would have to go to only one source for their grazing permits instead of two places, usually far apart, as they do today.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR/TMB

[13:OF I—C:CT]

[1]This was in reply to O'Neal's letter of Jan. 27, 1940 (OF I—C), opposing a transfer of the Forest Service to the Interior Department and urging that the administration of grazing and reclamation be placed under Agriculture. O'Neal sent a copy of Roosevelt's letter to Wallace who in turn sent a copy of paragraph 2 to the Acting Chief of the Forest Service, Earle H. Clapp, without informing the latter of its source (Wallace to Roosevelt, Feb. 8, 1940, OF I —C). Clapp replied with a lengthy memorandum (Feb. 8, 1940, OF I—C), denying that "ninety-eight per cent of the Forest Service work" related to Federal lands. Wallace concluded his letter to the President by saying:

"I do so hope in these days of national stress with the great national campaign coming on that no matter what your decision we may do our utmost to promote a situation which will most harmoniously bring about the realization of the great ideals for which you stand. There is so much controversy in the world today I have been hoping that the minor things might be quieted down as much as possible."

976 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *February 2, 1940*

MY DEAR MR. PRESIDENT: There seems to be a good deal of uncertainty and misunderstanding, particularly in the Northwest, with respect to our policies and purposes in connection with the Columbia Basin project, with especial reference to plans for irrigation at Grand Coulee Dam. In this connection I enclose a memorandum that has just come to me from Commissioner Page of the Bureau of Reclamation.

You and I have discussed this problem informally from time to time and I have furnished you with various written reports. The Bureau of Reclamation has been working on plans for some time, as I have advised you. I strongly endorse Commissioner Page's suggestion of a personal conference with you, and if you desire to have such a conference, we will hold ourselves subject to your wishes in the matter.[1]

Sincerely yours,

HAROLD L. ICKES

[13:OF 360:TS]

[1]No appointment was arranged (Watson to Roberta Barrows, Feb. 9, 1940, OF 360).

977 *[Enclosure]* JOHN C. PAGE, COMMISSIONER, BUREAU OF RECLAMATION, TO HAROLD L. ICKES

WASHINGTON, *Jan. 30, 1940*

MEMORANDUM FOR THE SECRETARY: You are familiar with the planning survey of the Columbia Basin project area initiated by, and now in progress under the leadership of, the Bureau of Reclamation. Prof. H. H. Barrows of Chicago University was appointed on the Bureau staff to actively supervise this survey. Under the direct counsel of more than 100 persons particularly qualified in special fields involved in the development of this 1,200,000-acre project, a cooperative, coordinated outline of study is now actively in progress among 32 federal, state and local agencies, representing all types of interest in this vast undertaking.

Prominent among those participating are persons interested and experienced in all branches of agriculture; sociology; engineering, both in the construction and power fields; industrial practices; economics; geology; geography; climatology; transportation on highway, railroad and water; architecture; village and rural planning; and many others.

Progress and enthusiasm have been heartening, but recently a disquieting factor has appeared and many contributors are faltering, apparently pondering recent press statements attributed to the President. These seem to originate both from his statements supporting an appropriation for the National Resources Planning Board to undertake and complete the same type of survey as that already in progress for several months, and from correspondence emanating from the White House and from the National Resources Planning Board.

While your letter to the President dated January 19, 1940[1] stated the present status of the Columbia Basin matters, there is some doubt that these facts received sufficient study at the White House properly to inform the President. In order to prevent situations arising which are almost sure to embarrass the White House, the National Resources Planning Board, and us, I recommend that you discuss the situation with the President to clarify the whole matter. If you think it advisable, perhaps Mr. Wane, who is handling the survey in our office, Professor Barrows, if he is available, and I should accompany you, as we are more familiar with the details and with the personnel involved.[1]

JOHN C. PAGE

[13:OF 360:TS]

[1]Describing Interior Department plans for the development of the area (OF 360).

[2]The Bureau of Reclamation published a report on the project, *Columbia Basin Joint Investigations, Character and Scope* (1941). The studies made and problems encountered led to the passage of the Columbia Basin Project Act of March 1, 1943 (57 *Stat.* 14), an amendment to the act of May 27, 1937 (see *ante,* 609 n.). The project is described in Charles McKinley, *Uncle Sam in the Pacific Northwest* (Berkeley: University of California, 3952), pp. 138-145.

978 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *February 7, 1940*

MY DEAR MR. PRESIDENT: I had a long talk with George Norris on Monday about Forestry. I found that he has no objection to transferring Forestry to Interior, per se. He does not think that Agriculture has any greater claim on Forestry than Interior has. He volunteered that every Secretary of the Interior might not personally be a scoundrel any more than that every Secretary of Agriculture might be a man of outstanding rectitude and civic virtue. He said that if your order had gone up some time ago it would probably have caused little disturbance. He feels that to send it up now would bring out in the open a fight that is already smouldering and that it would affect adversely your chances for re-election. He said to me that he had already told you that he regarded your election for a third term as of paramount importance.

As you know, I agree with Senator Norris as to this. No more than Senator Norris would I want to urge or be a party to any act on your part that might make it more difficult for you to be re-elected if the people should decide that it was your duty to them to run again.

Moreover, I have a feeling that, as matters have developed with respect to Forestry, it will now mean a hard fight to transfer it. It could have been done easily at the last session. It could have been done without much trouble if the order had gone up, as we had planned, upon the convening of Congress for this session without any prior intimation that such an order was in prospect. But already protests by the hundreds, stimulated undoubtedly by Gifford Pinchot and the well-organized Forest lobby, are pouring in upon individual members of Congress. Word has just come to me from one Congressman that he has received a letter from Pinchot containing this language: "The Interior Department has no claim whatever upon the national forests. Ambition for power is no good reason for upsetting a layout that works superbly as it is."

The result is that, whereas last spring I felt every assurance that there would be no difficulty in transferring Forestry, and while I believed the same at the beginning of this session, I no longer possess any degree of confidence. Accordingly, I cannot conscientiously ask that you transfer Forestry.

However, unfortunately, Forestry has become a symbol to me. I have had one consistent ambition since I have been Secretary of the Interior, and that has been to be the head of a Department of Conservation, of which, necessarily, Forestry would be the keystone. I have not wanted merely to be a Secretary of the Interior; I have wanted to leave office with the satisfaction that I had accomplished something real and fundamental. I have told you frankly that, as this Department is now set up, it does not interest me.

So I have come to the reluctant conclusion that, as matters now stand, I cannot be true to myself nor measure up to the high standards that you have a right to expect of a man whom you have honored by making him a member of your Cabinet. Accordingly, I am resigning as Secretary of the Interior and, at your pleasure, I would like my resignation to take effect not later than the 29th of February.

You have highly honored me by naming and retaining me as a member of your Cabinet for practically seven years. Until last July 1, I thoroughly enjoyed my work. Although I now feel that I cannot go on, I want you to know how much I appreciate the many expressions of regard and confidence that I have had from you and what an inspiration it has been to work in such close cooperation with the man whom I regard as the outstanding statesman of his generation.

Sincerely yours,

HAROLD L. ICKES

[13:PSF:INTERIOR:TS]

979 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *February 8, 1940*

Memorandum for F. D. R.: On receipt of the attached,[1] I wrote longhand a memorandum to H. L. I. and gave it to him.

MEMORANDUM FOR H. L. I.: You and I have been married "for better or worse" for too long to get a divorce or for you to break up the home. I continue to need you.

Affectionately,

F.D.R.

[13: PSF:INTERIOR:T]

[1]The preceding letter. Roosevelt wrote this memorandum to himself.

980 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

[WASHINGTON] *Feb'y. 8, 1940*

MY DEAR MR. PRESIDENT: You are a hard man to deal with, especially when anyone admires and loves you as I do. Your letter quite touched me.[1] I am yours to command to the extent of my ability; of my devotion there can be no doubt.

However, in all sincerity, I believe that the flank attack on Forestry that I suggested yesterday is the proper approach at this time. You cannot afford to be beaten on this issue and I am apprehensive. Least of all would I want to be even indirectly responsible for your defeat.

With deep affection,

HAROLD

[13:PSF:INTERIOR:AS]

[1]Above.

981 FREDERIC A. DELANO, CHAIRMAN, NATIONAL RESOURCES PLANNING BOARD, TO ROOSEVELT

WASHINGTON, D. C., *February 8, 1940*

MEMORANDUM FOR THE PRESIDENT: Since the Senate voted $710,000 for the work of the National Resources Planning Board for the fiscal year beginning July 1, I have reviewed the wording of the Federal Employment Stabilization Act which would control our future operations under the amendment approved by the Senate. As far as I can see now we could continue practically all of our present activities under the authority of that Act.

The emphasis by the Senate on the Employment Stabilization Act will clarify our legal status

and should help the House Committee to justify agreement in conference to our appropriation.

I am informed that the Rivers and Harbors and Flood Control groups in the House are active in opposition to any appropriation for our work. It has been suggested that if you could talk with Judge Mansfield and Judge Whittington it might be possible to dissipate the fog of misunderstanding as to the relations between the Corps of Engineers and your Resources Planning Board.

FREDERIC A. DELANO

[Notation: A] Place on President's desk

[13:OF 1092:TS]

982 ROOSEVELT TO REPRESENTATIVE WILLIAM M. WHITTINGTON OF MISSISSIPPI, CHAIRMAN, HOUSE COMMITTEE ON FLOOD CONTROL

[WASHINGTON] *February 14, 1940*

MY DEAR JUDGE WHITTINGTON: I am dictating this just as I leave to go on a little holiday to take the place of the one I missed last Summer.

It relates to the Senate vote for $710,000 for the work of the National Resources Planning Board for the coming fiscal year.

Lest there be any misunderstanding, I can assure you that the work of this National Resources Planning Board interferes in no way with the work of the Army Engineers. Furthermore, this has been stated in writing to the Secretary of War by the Acting Chief of Engineers, and there is no opposition on the part of the Army Engineers to the Coordination of various kinds of public works with the assistance of the National Resources Planning Board. In other words, there is understanding and harmony in the Executive Branch of the Government.

Finally, I am sure you will realize that under the Constitution the President is the responsible head of the Executive Branch of the Government. After a somewhat long experience as Governor for four years and as President for seven, I am very certain that the office of President of the United States requires expert assistance in coordination work through some agency such as the National Resources Planning Board. This fact applies not to me personally as President but to any President in the future who occupies the office.

Therefore, I appeal to you officially and personally to help me to retain the very valuable coordinating services of the National Resources Planning Board. This is a matter of good administration, and I hope that every member of your Committee and every member of the Congress will think of the problem of the Chief Executive in this light—regardless of party and regardless of any other interest. May I add that the functioning of the National Resources Planning Board on the appropriation inserted by the Senate will, in my judgment and in the interest of economy, save the taxpayers of the United States several times the amount of the appropriation.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1092:CT]

[1]The 1941 Independent Offices Appropriation Bill (H. R. 7922) carried an appropriation of $1,000,000 for the National Resources Planning Board. This was eliminated by the House Appropriations Committee on the ground that the activities of the agency were not authorized by law *(Cong. Rec.,* 76th Cong., 3d sess., 1940, 86:1, 380). Budget Director Smith then suggested to Roosevelt in a letter of Jan. 19, 1940 (OF 1092), that an attempt be made to have the item restored when the bill came before the Senate Appropriations Committee. Smith said that it was his understanding that if this were done no point of order could lie against the appropriation.

Roosevelt asked for restoration of the appropriation in a memorandum to Speaker of the House William Bankhead of Jan. 23, 1940 (OF 3092), pointing out that he had always approved estimates of appropriations for the legislative department and that the National Resources Planning Board was an integral part of the Office of the President. Copies of this memorandum were sent to Representatives Rayburn, Woodrum, Warren and Cochran and to Senators Byrnes and Glass. When an amendment appropriating $710,000 was reported by the Senate Committee on Appropriations on Feb. 6, 1940, Senator Clark (Mo.) asked what authority in law there was for the action. Byrnes explained that under the Reorganization Act there had been transferred to the National Resources Planning Board the functions of the Federal Employment Stabilization Board of the Department of Commerce and that the latter board had been set up by the act approved Feb. 10, 1931 (46 *Stat.* 1084). Clark then offered an amendment to restrict the appropriation to those functions formerly performed by the Stabilization Board (to advise the President on employment cycles and to coordinate public works planning). Clark's amendment was approved and an acrimonious debate ensued, led by Taft (Ohio), who argued that the work of the National Resources Planning Board was unnecessary, or, if necessary, was work that could be done as well or better by the executive departments or by the President's assistants. The appropriation was, however, approved by the Senate but by a margin of three votes only *(Cong. Rec.,* 86:1, 1046-1059).

The letter to Whittington here printed was answered Feb. 16, 1940 (OF 1092). Whittington said that he would support the appropriation but not legislation for a permanent planning board. Letters similar to the one to Whittington were also sent by Roosevelt to Representative Mansfield (Texas), chairman of the House Committee on Rivers and Harbors, and to Representative Woodrum (Va.), chairman of the House Committee on Appropriations, both dated Feb. 14, 1940 (OF 1092). The letter to Woodrum was read into the *Congressional Record* during the House debate on the Planning Board amendment; this was agreed to by the House on April 18. The Independent Offices Appropriation Bill was approved April 18, 1940 *(Cong. Rec.,* 86:4, 4450-4460; 86:5, 4889; 54 *Stat.* III).

983 ROOSEVELT TO THE NATIONAL RESOURCES PLANNING BOARD

WASHINGTON, *February 14, 1940*

MEMORANDUM FOR THE NATIONAL RESOURCES PLANNING BOARD: Ten days ago a member of the Congress suggested to me that at the Coolidge Dam, the reservoir is not being filled as usual in winter and spring because the large number of check-dams higher up on the watershed allow seepage and evaporation to such an extent that the water does not follow its normal course into the reservoir.

This complaint may be the forerunner of similar complaints in different parts of the country and would constitute a rather definite attack on the "up-stream" theory of soil erosion, of prevention, rapid run-off and floods.

I do not take much stock in it but I think the Government should be prepared with an answer.

For example, there is need for study of just what happens to water held back by check-dams in the higher parts of the semiarid belt which runs from the Dakotas to Texas. I have always felt that the hold back of this water either by increased vegetation or by check-dams ought to raise the general water table and that in doing so, the water would gradually find its way toward the sea either underground (thus raising water tables further downstream) or by finding its way to the surface again.

I suggest that the National Resources Committee handle this study in consultation with the Department of Agriculture, the Soil Erosion Service,[1] the Bureau of Reclamation, etc. I

enclose a letter from the Secretary of Agriculture in regard to the San Carlos Reservoir.[2]

F. D. R.[1]

[13:OF 1092:T]

[1]Soil Conservation Service.

[2]Wallace to Roosevelt, Feb. 13, 1940, in which Wallace reviewed the rainfall and water discharge records in the Gila River and Salt River watersheds. He concluded that the cause of the irrigation difficulty was inaccurate estimates of Gila River run-off made prior to the construction of the Coolidge Dam, and that "sooner or later we must give even more serious consideration to retarding run-off from abused, eroding lands. Otherwise we may expect to have vast areas, even whole watersheds, completely denuded of vegetation, resulting in highly accelerated run-off and erosion."

[3]Copies of this letter were sent to Ickes and Wallace.

984 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *March 2, 1940*

DEAR MR. PRESIDENT: During our discussion on February 13,[1] you referred to the grazing situation on the National Forests. I want to supplement briefly what I said to you then.

Grazing by domestic livestock was an established use of most of the western and some of the southern National Forests before they were established. When the Department of Agriculture took over the National Forests in 1905, it found widespread overgrazing. To a large degree the use of the range was dependent on who could get there first or who could defend his occupancy most stoutly.

Range administration was undertaken at once. The privilege was continued for those most entitled to it. Prompt steps were taken toward the elimination of overgrazing. Naturally, this could not be accomplished overnight, but it was not many years before there was marked improvement. This improvement was due both to reduced numbers of stock and the introduction of a long list of good range use practices developed or sponsored by the Forest Service.

Things were going along nicely, and range conditions were steadily improving when the World War came along. Then under the urge by the Administration to produce more livestock products, temporary overstocking of many ranges was permitted. This reversed the beneficial trend.

After the War, reductions began again. By 1939, there had been a reduction of 40 per cent of the number of stock using the National Forests in 1918.

Meanwhile, along came the prolonged droughts. The deterioration of the range due to drought in many cases offset the reductions which were being made, and it was not possible to keep fully abreast of the needs for livestock reductions. As a result, we still have too many localized overgrazed areas. However, the program of reductions and other measures are being applied, and we expect to work our way steadily toward satisfactory stocking and good range conditions. Meanwhile, the greater part of the National Forest ranges is in good condition.

It is, of course, impossible to make reductions all at once or at too sharp a rate. The reason for this is that the use of the National Forest summer ranges is an indispensable part of one of

the big means of livelihood in the National Forest regions. We have about 25,000 permittees on the National Forests. Their use is based on the ownership, or control, of about 4-1/2 million acres of cultivated crop lands and 22 million acres of pasture lands, mostly adjacent to the National Forests. There is an investment of about $300,000,000 in livestock and ranches, which is related to National Forest use.

A significant feature of this use is the degree to which it furnishes a means of livelihood to small home owners; 83 per cent of the cattle and horse permits are granted to owners who are permitted to run less than 100 head each; 91 per cent of the sheep permits are for less than 2000 head each. Some of the reductions will fall on this class. These numbers are already so small that it is difficult, or impossible, to reduce them further without jeopardizing the integrity of the home maintenance enterprise. Nevertheless, overgrazing must be eliminated.

In addition to reductions in livestock numbers for the protection of the range itself, there have been substantial reductions to prevent damage to other resources or undue interference with the use of the other resources. Grazing use is simply one element in multiple use. The grazing often occurs on areas also bearing timber; the open areas are interspersed among the forests or in the upper reaches above timberline. So grazing must on occasion give way to recreation or wildlife, for example, or be excluded temporarily from areas restocking with young growth or permanently from some city watersheds.

I am sure you will be interested in glancing at the enclosed booklet, *Along the Beale Trail.*[2] This was issued by the Office of Indian Affairs in the Department of the Interior. Some of the National Forest pictures are in the neighborhood covered by Mrs. Greenaway's comment to you.[3] While we have a good many spots on the National Forests that do not look as well as those pictured in the booklet, there is no question that in general the National Forest ranges stand out as being in much better condition than most of those in private ownership and on the public domain. I can assure you that the Department is pursuing an aggressive policy in curing all the sore spots on the National Forest ranges.

I shall send you separate comments on the matter of accomplishing more coordination in policy with the Taylor Act administration, and the reduction of costs through cooperation.[4]

Sincerely yours,

H. A. WALLACE

[13: PSF: AGRICULTURE: TS]

[1]Wallace lunched with Roosevelt on this date (PPF I—O).

[2]H. C. Lockett and Milton Snow, *Along the Beale Trail. A Photographic Account of Wasted Range Land, Based on the Diary of Lieutenant Edward F. Beale, 1857* (Washington, 1939).

[3]Not explained; Mrs. Isabella Greenway, congresswoman from Arizona (1935-37), may be meant.

[4]Writing to Roosevelt March 19, 1940 (PSF: Agriculture), Wallace enclosed "Suggestions for Coordinating Grazing Work in the Department of the Interior and the Department of Agriculture," a one-page memorandum. This proposed joint use, where possible, of headquarters, exchange of short-term personnel and of data, joint consideration of grazing applications and range research needs, and the settling of differences.

985 ROOSEVELT TO CLYDE L. SEAVEY, Washington, D. C.

[WASHINGTON] *March 4, 1940*

DEAR CLYDE: I was delighted to find your letter on my arrival at Pensacola.[1]

Will you be good enough to ask the California Nursery Company when they ship the trees, to send them to William Plog, care of Mrs. James Roosevelt, Hyde Park, Dutchess County, New York.

Meanwhile I will let Mr. Plog know just where to plant the trees. The larger trees I will put—half of them, near the new library, and the other five at the edge of our front lawn.

The smaller trees, I think, I will try on the east end of our place near my new cottage. I am thrilled at the thought of having them.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

FDR/TMB

[13:PPF 6391:CT]

[1]From Feb. 15 to March 1, 1940, Roosevelt was aboard the U. S. S. *Tuscaloosa,* cruising in West Indian waters. Seavey's letter of Feb. 29, 1940 (PPF 6391), informed him that ten sequoia trees would be shipped from California about April 1.

986 WARD SHEPARD TO EDWIN M. WATSON, SECRETARY TO THE PRESIDENT

OAKTON, VA., *March 4, 1940*

MY DEAR GENERAL WATSON: About three weeks before his death, F. A. Silcox engaged me to help him prepare a legislative program to present to the Joint Congressional Committee on Forestry, and since then I have worked with the Committee, without official status, to try to lay the groundwork for an effective report to the Congress.

I am intimately familiar with the deep-seated conflict over policy within the Forest Service that thwarted Silcox and that is now thwarting the Joint Committee in their efforts to create a genuine forest policy. I have brought this chaotic situation forcibly to the attention of the Department of Agriculture, but it remains uncorrected. Regardless of whether the Forest Service is transferred to the Interior Department, this grave internal weakness must be cleared up before any progress can be made in forest conservation.

It will, in my opinion, be a grave public misfortune if the Joint Committee, appointed by the Congress on the recommendation of the President, should after two years' work be misled into submitting a weak report to Congress because of the serious inadequacy of the program recently submitted to it by the Acting Chief Forester—a program which Silcox had decisively rejected.

This matter is urgent because the Committee expires April 1st. It is also closely related to the appointment of a successor to Silcox. On the latter point, I have no specific candidate to propose, but rather the type of man needed to meet a critical situation. In addition I have drafted a specific and far-reaching plan of action to end destructive cutting of our forests which I think is of such national importance and so politically and fiscally feasible that it

should be brought to the President's attention.[1] For this reason, I greatly desire an interview with the President on matters that cannot be well treated in writing. . . .

Sincerely yours,

WARD SHEPARD

[13:OF I—C:TS]

[1]"Outline of a Proposed Organic Act of Congress to Prevent Forest Degeneration and Destruction and to Preserve and Rebuild Forest Resources." The copy given to the President by Shepard (see *post*, 988) is dated Jan. 27, 1940.

987 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON *[March 7, 1940]*

MY DEAR MR. PRESIDENT: I have read Secretary Wallace's letter to you of March 2 with a great deal of interest. After carefully considering all of the points made by the Secretary I cannot escape from the idea that he has failed to grasp the broad importance of the matter under discussion. It seems to me that under these circumstances it would be entirely proper to present to you my concept of this problem and how it can best be solved in the public's interest and under a long time land use plan.

The act authorizing the establishment of the forest reserves was for the primary and avowed purpose of protecting the Nation's forest resources. Forest reserves, and later national forests, were established pursuant to the Act of June 4, 1897 (30 *Stat.* 11, 34, 36) *U. S. C.* Title 16, Section 475. In that Act this significant section occurs:

> No public forest reservation shall be established, except to improve and protect the forests within the reservation, or for the purpose of securing favorable conditions of water flows, and to effect a continuous supply of timber for the use and necessities of citizens of the United States; but it is not the purpose or intent of these provisions, or of the act providing for such reservations, to authorize the inclusion therein of lands more valuable for the minerals therein, or for agricultural purposes, than for forest purposes.[1]

The original reservations and forests were largely of the type contemplated under the law of 1897. In recent years the forests have been extended to embrace large areas of land clearly outside the purview of the act. These extensions of forest areas into the open or sparsely timbered range lands of the West have aggregated many millions of acres. These extensions, ostensibly made for watershed protection purposes when timber values were impossible to defend, in general constituted an invasion of areas of primary value for range purposes and the imposition of a timber or forest economy that has often been inimical to grazing or range use, and to the unbalancing of the local economy built and maintained by the livestock industry. Grazing use by the livestock industry of lands within forests has been permitted because denial of such use would have resulted in widespread disturbance of social and economic conditions in the western range areas. Such grazing use of the forests under sufferance is contrasted with legal recognition of grazing use on the Federal ranges under the Taylor Act. The security provided under the Taylor Act has such obvious advantages as to need no defense. Such security is essential to stabilization of the stock industry; the development of a sound economy in the range territory and rehabilitation of the ranges.

Of the thousands of forest grazing users, only a small percentage is entirely dependent upon forest range for a livelihood. The great majority use forest ranges for only limited seasons each year. During the other seasons the stock are on private, leased, or Federal range lands.

The ranges being administered under the Taylor Grazing Act provide a part or all of the off-forest grazing by an estimated 75 percent of the forest users, while only approximately 25 percent of the Federal range users are dependent in any degree upon the national forests.

Of the thousands of forest users, many receive permits for only a portion of the stock they own and wish to graze. The Forest Service restricts numbers of stock and grazing use in accordance with climatic conditions and requires owners to find other ranges for any additional numbers of stock or for all stock during seasons or parts of seasons when climatic conditions are unfavorable. Other lands, therefore, carry and have carried the burden of the full numbers of stock owned. In the case of the Grazing Service, the size of permits or licenses truly reflects the actual size of the operations of the permittees or licensees. The apparently large number of small licensees or permittees using the national forest ranges is not a true picture of the size of operations or the classification of users as small or large.

The condition of forest ranges where they are admitted to be in good condition is due largely to the forced use of public domain and other range outside the national forests by stock that have been excluded or those that are kept off until the Forest Service decides that the forest range is ready for use.

Because of this restricted range policy of the Forest Service, forest ranges have been protected at the expense of public and private holdings and with little regard for the economic effect on owners who, having the stock on hand, must necessarily graze them somewhere while waiting to get onto *[sic]* the forests. This long established policy of the Forest Service is in definite contrast with that being followed by the Grazing Service for meeting the broad social and economic problems in the range country. The Forest Service is interested primarily in timber and forest products and such related uses of forest lands that do not interfere with forest growth. Forest administration has been directed along these lines regardless of the effect on the livestock industry. They have permitted vast areas of open range land to grow up into a jungle of small reproduction, excluding grazing, and yet in many of these same areas there is little or no opportunity ever to develop commercial timber stands.

The cumulative effect of 35 years of this type of administration is noticeable in hundreds of mountain valleys and rural communities. Social and economic values have been sacrificed to the growing of timber of no commercial worth and of no greater watershed protection value than would have been furnished by a good stand of grass and browse, the use of which would have permitted continuance of a livestock economy, production of taxes, income, and a livelihood for many persons directly and a very large number indirectly.

The Forest Service has in its past administration failed to give due consideration to proper use of private as well as public lands in its long time planning. It has substituted an economy based primarily on timber production for the one evolved by trial and error methods of the western people over a long period of years.

The Forest Service alone among Federal agencies has heretofore failed to indicate a desire to recognize the desirability or significance of correlated management of all Federal lands and land resources. This applies especially to grazing lands and the forage resources. This attitude on the part of the Forest Service is in strong contrast to that of other bureaus of the Government where cooperative agreements have been executed authorizing the Grazing Service of the Interior Department to administer lands or act as a grazing adviser. Such agreements are in effect with the Soil Conservation Service and the Farm Security Administration of the Department of Agriculture, and with the Reclamation Service, the Biological Survey, the National Park Service, the Indian Service of the Department of the Interior, and even on areas under the control of the War and Navy Departments. Furthermore, the Grazing Service secured enactment of the Pierce Act which permits correlated use of

privately owned, State, and county lands without affecting titles or tax rolls.

The Grazing Service of this Department, under the authority of the Taylor Grazing Act, is engaged in the administration of approximately 134,000,000 acres of grazing land in 10 western States. Interspersed with this area are upwards of 25,000,000 acres of national forest lands, *including entire "forests" in a number of instances, which are non-timbered grazing lands.* In close association with these areas are 40,000,000 to 45,000,000 acres more of national forest land, the primary resource value of which is grazing. *The tree growth supported thereon is of minor or insignificant value as a source of commercial timber or a basis for operations that would provide a livelihood for some of our citizens.* This area within grazing districts and forests of more than 200,000,000 acres of public grazing land, together with nearly a like amount of privately owned farm, ranch, and range lands constitutes the backbone of the livestock industry and the general economy of these western States.

In my opinion the existing divided administration of the public grazing land is productive of waste and inefficiency, in a large measure is unsound and ineffective, and consequently is detrimental to the public interest. The proposal of Secretary Wallace to continue with only slight modification, this method of administration would provide but minor improvements at best, and would be unworkable in practice. The proposed situation would be comparable to two families attempting to use the same household facilities. Confusion and conflict would be inevitable.

This Department has given long and careful consideration to the question of properly conserving or providing for orderly use of the vast heritage embraced in our Federal lands and the resources thereon. I know how interested you are in trying to effect and put into action a long-time program of administration that will provide the greatest possible benefit, not only to the lands and the resources, but to the public that owns both and is entitled to an efficient and proper administration thereof.

I believe that a unified administration of the public grazing land is imperative to the accomplishment of your purpose. May I suggest, therefore, that the first step toward accomplishing this most desirable objective would be to determine the primary values of the lands in question and then to assign them to the respective agencies responsible for their proper administration. This would result in the transfer from the forests, to the grazing districts, under Section 13 of the Taylor Act, of administratively manageable areas approximating 25,000,000 acres of open non-commercial timberland of primary value for grazing purposes, and the transfer of any manageable units of lands supporting commercial timber stands from the grazing districts to the adjacent forests. For the remaining 40,000,000 or 45,000,000 acres of land of combined forest and grazing value, such areas could be administered under cooperative arrangements similar to those now in effect with other bureaus of this Government as heretofore mentioned.

Sincerely yours,

HAROLD L. ICKES

[Notation: A] 3/7/40

[13:PSF:INTERIOR:TS]

[1]Ickes' quotation is not precise: for "protect the forests" read *protect the forest;* for "to effect" read *to furnish;* for "minerals" read *mineral.*

988 WARD SHEPARD TO ROOSEVELT

OAKTON, VIRGINIA, *March 14, 1940*

DEAR MR. PRESIDENT: In response to your request last Friday,[1] I tried to get the full transcript of the program Mr. Clapp recommended to the Joint Committee, but the Committee has at present only one master corrected copy. I have therefore copied verbatim all the salient features of the voluminous recommendations, and send them herewith, together with an analysis of their basic principles. I hate to afflict you with more documents, but the enclosed, I think, are the minimum required for full understanding. I shall send you the original transcript, as soon as it is available.[2]

Respectfully,

WARD SHEPARD

[13:OF I—C:TS]

[1]Shepard talked with Roosevelt at the White House on Friday, March 8, and left with him his outline of a proposed forestry act, "Outline of a Proposed Organic Act of Congress to Prevent Forest Degeneration and Destruction and to Preserve and Rebuild Forest Resources." Roosevelt sent the outline to Senator Bankhead with a note asking Bankhead to speak to him about it ("Memorandum for Senator Bankhead," March 11, 1940, OF I—C).

[2]Acting Chief Forester Clapp's statement to the Joint Committee and the statements of the other Forest Service officers are printed in part 8 of *Forest Lands of the United States,* Hearings before the Joint Committee on Forestry, 75-76th Cong. . . . 1938-40 (Washington, 1939-40).

989 ***[Enclosure]***

OAKTON, VIRGINIA, *March 14, 1940*

Analysis of the Private Forestry and Public Acquisition Program Presented by the Forest Service to the Joint Congressional Committee on Forestry

Introduction

This program, as presented by Acting Chief Forester Clapp and his associates on behalf of the Department of Agriculture, is nihilistic and defeatist in its basic assumptions, in its plan of execution, and in its costs. It aims, in general, at mere reproductive logging instead of selective cutting, and is thus based on a century's cutting cycle instead of a five or ten-year cutting cycle. It contains two distinct, inadequate, and irreconcilable plans of administration. It seeks to perpetuate, on a gigantic scale, the indefensible investment of large sums in the purchase of cut-over, wrecked forest lands. By failing to build on the immediate public and private profitableness of selective cutting, it places on industry, on farmers, on government, and on the agencies of credit the insoluble fiscal problem of attempting to rehabilitate a steadily degenerating and ultimately worthless forest growing stock. . . .

Before proceeding, I wish to give an accurate definition of what I mean by "selective cutting." I use this popular layman's term to cover weeding, thinning, stand improvement, and proper methods of reproductive cutting, such as the shelterwood system—all flexibly adapted to the diverse needs of different forest types and even allowing clear cutting where desirable; and flexible in intensity of application, dependent on local costs and returns. I exclude "high-grading"—i. e., cutting the best and leaving the worst.

There are two great advantages in selective cutting, thus defined. First, it is the only means of

preserving the fecundity and energy of the forest as a living organism. Its violation inevitably leads to forest degeneration and annihilation by exhausting the vitality of nature. Second, it is the most profitable form of forest exploitation, since it greatly speeds up quantity and quality growth and permits a return cut every five to ten years, thus exorcising the layman's pet ghost that it takes a century to grow timber. This is the only fiscally possible basis of private and public investment and of any sound system of public and private credit. Mere "reproductive logging" (i. e., seed-trees) will bankrupt private investors, the banks that give them credit, and the program of public acquisition.

Silvicultural Defeatism

The Forest Service's plan does not provide for selective cutting, except as it may be voluntarily adopted here and there. The Forest Service did not even mention the word or any equivalent thereof in the entire course of its three days' prepared testimony. It omits selective cutting from the regulatory program, as shown by the following statement after the specific regulatory requirements:

> Except within restricted limits indicated, they will not control species and mixtures of species, or silvicultural systems. . . . They will, however, take an important step in the right direction by stopping the further destruction or deterioration of the forests we now have.

The last sentence is entirely erroneous. Such requirements would permit natural reseeding, but they would in no wise halt the rapid process of degeneration that is going on everywhere by clear-cutting and high grading. The prevention of these two latter practices is the very essence of the immediate problem, because 10 to 20 years more of this kind of cutting will so degenerate the remaining growing stock as to make it an impossible field of private investment and will transform it into a gigantic and fiscally insoluble problem of public rehabilitation.

The decision on this single point spells the difference between forest regeneration and virtual annihilation. The Forest Service is apparently proceeding on the assumption that the kindest way to dock a dog's tail is to cut it off an inch at a time. On the contrary, the few adventurous lumbermen who have tried real selective cutting have found it amazingly profitable. Wilson Compton has told me he regards selective cutting as the only salvation of the lumber industry. Frederick Weyerhaeuser told me he looked on Article X of the Lumber Code as the life buoy of the industry. And at the conclusion of my polite but drastic testimony before the Joint Committee, George Jewett (a leading member of the Weyerhaeuser family and Chairman of the Conservation Committee of the National Lumber Manufacturers Association) told me that he would accept my *whole* program on behalf of his Committee *if* the Joint Committee would accept it as a whole. Furthermore, most European regulation (including the Swedish) in practice puts the main emphasis on selective cutting as defined above, even though their capital growing stock never had deteriorated remotely to the present degenerate level of our own second growth forests.

The public acquisition program (presented by Mr. Kneipp) is based essentially on buying cut-over lands, as shown by the low average per acre price of a little over six dollars and the failure to present any articulate program of investing in lands with good growing stock. It is unfair to ask the people to invest large sums in buying, administering, and developing these essentially worthless wrecked properties, when there is abundant opportunity for developing rapidly self-liquidating investments by buying good growing stock over 25 years old, as my plan suggests.

The Forest Service proposes to allot only ten million dollars for state and community acquisition. In Germany, all the public forests are state or community forests and yield large revenues. So disproportionate a Federal share in the public forest program will intensify

present political pressure for larger and larger handouts to the States and counties in lieu of taxes.

This acquisition program is a revamping of that in the "Copeland Report" of 1933, and, like that report, is based on the unsound assumption that industry can make no substantial contribution to the solution of the forest problem, as shown by Mr. Kneipp's comment: "Notwithstanding all hopeful developments, and the declared intentions of certain forest owners, the test of the adequacy of present plans of forest utilization is whether the cut-over lands will again be fully productive by the time the remainder of the existing timber supply is utilized."

This passage contains a subtle trap for the unwary reader, namely, *"present plans of forest utilization."* The duty of the Forest Service is to help the Committee create an adequate plan to prevent forest liquidation instead of proposing a gigantic nationalization of wrecked forests to hide its failure to create such a plan. This pessimism is indeed justified by this failure and by the weakness of the latest Forest Service program; but it is not justifiable in relation to a program based on the true economics of selective cutting. This acquisition program is another proof of the inability of the Forest Service to understand the fiscal problems at the root of the forest problem. Even worse, it is nihilistic in that it fatalistically accepts forest devastation as inevitable and insoluble and erects a gigantic and jerry-built structure of public ownership on the ghastly ruins of destructive forest exploitation.

These man-made deserts are on the march. In another single generation they will engulf vast areas of this continent. Who, in God's name, is going to furnish the billions of dollars required to rebuild them? The answer is, Nobody. They will remain desolate wastelands for centuries. They will be like the lifeless valley of the Tigris and Euphrates that once supported a mighty civilization, in which the only visible sign of life that my old friend Lowdermilk saw on a recent journey there was a lean and hungry wolf sitting on his haunches in the mournful ruins of the palace of some mighty king of Babylon. The only answer is to prevent the making of these deserts by saving the precious capital growing stock while there is still time to make it a profitable private and public investment.

Administrative Defeatism

The Forest Service program contains two separate, antagonistic, and irreconcilable administrative systems:

(1) The appointment of 850 county foresters to operate under the Agricultural Extension Service;

(2) A system of administrative districts, to be set up by the Forest Service in co-operation with the State foresters for the operation of the huge leasing system proposed in the Fulmer Bill.

The problem of replacing destructive liquidation with sustained yield management is not primarily an educational problem, but a complex problem of readjusting and reorganizing forest land use and the manufacture and marketing of forest products. It is in the order of magnitude and complexity of the agricultural adjustment and the soil conservation programs.

The Extension Service, though it has a place in this job, is not qualified to be the principal agency. If it were otherwise, why is it that such formidable phenomena as agricultural maladjustment and soil erosion escaped not only the active attention but largely even the perception of the Extension Service for many years, and forced this Administration to create the Agricultural Adjustment Administration, the Soil Conservation Service, and the Grazing Administration? And why is it that 16 years after the passage of the Clarke-McNary Act, the

Extension Service has only 50 extension foresters out of a total technical personnel of over 9,000? The formidable problem of forest devastation can not be solved by lantern slide lectures and half-acre demonstrations, which is the modus operandi of the Extension Service.

The district concept of the Fulmer Bill is excellent, so far as it goes, but it should go much further and be, not merely a device for leasing, but the fundamental unit for the concurrent solution of the whole range of forest problems involved in a given geographical unit. This is what my bill proposes. It fits in with the ranger district unit of National Forest administration, with the public domain grazing districts already organized on 134 million acres of land, and with the Soil Conservation districts adopted by 36 States and already organized or being organized on 220 million acres of land. The inherent soundness of this district approach is due to the fact that the problems of land use on the ground are interlocked and their solution must be an integral solution.

My plan utilizes the soil conservation districts for forest management on private forest lands important for erosion and flood control and establishes forest conservation districts in all other private forests. This, incidentally, is the only logical dividing line yet proposed for the division of functions between two forestry agencies, for it is a geographical, not an ownership division. My plan, therefore, merely completes the New Deal strategy for improved land management. But it goes further: it unifies soil conservation, forest conservation, upstream engineering, and conservation relief work under one operational concept, a unification that is vitally essential to solidify the splendid gains of the New Deal in these fields.

Now, Mr. Clapp, in the entire course of his voluminous testimony, did not mention the words "soil conservation district." I am loath to believe that so impressive a social phenomenon as this almost unmanageable pressure of the people for soil (and forest) conservation has entirely escaped his observation. I hope, therefore, that my inference is not unjust that he regards bureaucratic jurisdiction as being superior to the public good, and that he prefers to throw the forest problem into the hands of the administratively powerless and politically powerful Extension Service because that Service has frequently shared with him a burning zeal to thwart the triumphant progress of Hugh Bennett's work of sheer genius. Mr. Glenn Frank is an unhappy fellow traveler in the same direction in his Republican program.

As to leasing: Silcox made it clear that he thought of leasing in terms of a limited localized solution of the rural relief problem rather than a generalized and major solution of the entire forest problem. Zealots on his staff have transformed it into the latter, and this in turn is due to the pervasive lack of understanding in the Forest Service of the basic economic advantages of selective cutting. My plan permits a limited leasing, which with the definition of hazard reduction, gully control and upstream engineering on private lands as public works, and the provision of low interest conservation credit, will permit the handling of the rural relief problem without the Government embarking on a gigantic and expensive real estate operation.

Fiscal Defeatism

The Forest Service program is estimated ultimately to cost 17 billion dollars, which is conservative because it is based on rehabilitation and not on silviculture. I propose to finance the districts by a light tax on forest products and the acquisition program by self-liquidating bonds for a program based on profitable silviculture. I do not pretend to pass on the immediate political feasibility or the exact form of these fiscal methods, but in principle they are indispensable in financing so large and profitable an undertaking.

Conclusion

The Forest Service program should, in my opinion, be quietly withdrawn "for further

consideration"—and laid on the shelf. The New Deal has nothing to lose and everything to gain by working out a real solution that will be immensely popular, even among the better class of lumber barons. There is still time, as Senator Bankhead is requesting the extension of the Committee to February 1, 1941.

WARD SHEPARD

[13:OF I—C:TS]

990 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *March 14, 1940*

DEAR MR. PRESIDENT: With regard to the Ward Shepard story, you will be interested in knowing that before the death of Silcox and after his death Shepard has had only a very indirect connection with the Forest Service. Some time before Silcox's death it had been worked out that Shepard would be hired on a consulting basis, and for a limited time, by the Bureau of Agricultural Economics. He was so serving at the time of Silcox's death and continued so to serve for a month or so, to the expiration of the time for which he was originally appointed. Any differences he might have had were wholly with the Bureau of Agricultural Economics and without any knowledge at all and only an indirect involvement on the part of the Forest Service itself.

The only way in which the Forest Service may have come even indirectly into the picture was in connection with a contemplated revision of a report prepared in the Forest Service for possible submission to the Joint Congressional Committee on Forestry, in which, among other duties, Shepard was to serve in an advisory capacity as a representative of the Bureau of Agricultural Economics. The complications growing out of Silcox's death on December 20, the preparation for oral presentations at the hearings of the Joint Committee beginning in mid-January and extending to mid-February, and the pressure of other work has made it impossible as yet for the Forest Service to go forward with such a revision.

Shepard's contention now is that after Silcox's death the Forest Service scuttled the Silcox program and then presented to the Joint Committee the so-called Clapp program which Shepard says Silcox had disapproved. The truth is that Silcox, Clapp and many others cooperated in preparing for the Joint Committee a single, broadly conceived program for a national forestry economy. All the records prove this. The only revision undertaken was one to make the whole document more simple, direct and persuasive. This revision was not completed prior to the Congressional hearings. Hence, the Forest Service testimony was wholly oral. During the hearings Shepard exerted considerable pressure on the Joint Committee to be heard. A member of the Committee asked Earle Clapp, who was in charge of the Forest Service presentations, for advice. Clapp urged that Shepard be heard; this was done and afforded Shepard a full opportunity to present his views.[1]

Shepard's ideas on forest policy are good, but not unique and not the last word by any means. They are shared by many who are not inclined to credit Shepard with their authorship. . . .

Sincerely yours,

[HENRY A. WALLACE]

[13: PSF: AGRICULTURE: CT]

[1]"Statement of Ward Shepard, Bureau of Agricultural Economics," in *Forest Lands of the United States,* Hearings

before the Joint Committee on Forestry . . . 1940 (Washington, 1940), pp. 1845-1856.

991 HENRY A. WALLACE, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *March 28, 1940*

DEAR MR. PRESIDENT: Last year I wrote you regarding the Prairie States Forestry Project (the Shelterbelt)[1] and recommended that Congress be asked to give it recognition by appropriating at least sufficient funds for the Department to carry the administrative and supervisory personnel and provide basic facilities needed on a year-long basis with the idea that the Project could then be contracted or expanded with emergency funds. No regular funds were provided in the 1941 Budget.

This program has become very popular with the farmers in the six Plains States in which it operates.[2] Newspaper comment through that region, and generally throughout the Nation, is now preponderantly favorable. Testimony before the Joint Congressional Committee on Forestry has been favorable. During the past summer the Department of Agriculture coordinators for the northern and southern plains made independent investigations of the work and their reports substantiate the worthwhileness of this work and its favorable public acceptance. I am of the opinion that abrupt termination of the work at the end of the fiscal year would not be received favorably by the public.

The Project has been conducted wholly with WPA funds during the last four years. The increasing restrictions and limitations in the use of WPA funds on work of this nature, requiring the application of exacting technical and scientific practices, have reached a critical point. Basically it is extremely difficult to reconcile satisfactorily a program primarily designed to relieve unemployment with a long-term program such as the Prairie States Forestry Project. Changes in regulations and uncertainties as to funds militate almost disastrously against effective handling of the work, having in mind the coordinated planning and action required on a project wherein nursery production must be under way and planting plans developed and cooperative agreements secured one to two years in advance of actual planting. Present man-month allowances for other than wages are entirely inadequate to provide necessary equipment and other minimum needs for a technical and widespread program of this character. The present 90-10 employment ratio coupled with the need to employ certain technical and other personnel on a year-long basis places an unhealthy pressure on the Project to employ labor in off-seasons or in less efficient ways and places a premium on volume rather than quality or work. The "freezing" of allotments by States prevents obviously necessary inter-state adjustments of work which develop months after allotments are made. Drought, hail, prevailing temperatures and other weather conditions affect nursery production, seed collection, and planting operations, and from an administrative standpoint, the continual loss of trained personnel—because of these obstacles to effective planning, prosecution of the work, and individual satisfaction in a job well done—is by no means the least serious factor. Relief from these and other restrictions is necessary if the work is to be continued.

Under date of March 18, I wrote the Director of the Budget briefly outlining the difficulties the Forest Service is encountering in continuing the project. I suggested that in view of the desirability of continuing the work in the Prairie-Plains States, some provision should be made to prevent the Project activities from becoming unworkable and that this could be done by including specific language in the Relief Act, recognizing the unique problems surrounding this work. I now understand that the Budget Bureau has not provided the necessary change in language in the Relief Bill.

Knowing of your interest in this work, I feel sure you will wish to know of the exact situation for in the event that no relief can be obtained from the existing conditions, we shall feel compelled to suggest that the Project be abandoned. I strongly endorse the work that has been carried on so far, I strongly urge that it be continued, and I recommend that the Budget Bureau be asked to give it recognition by the insertion of the attached specific language in the Relief Act.[3]

Respectfully,

H. A. WALLACE

[13:OF I—C:TS]

[1]*Ante,* 901.

[2]A summary of the reports on the Prairie States Forestry Project from the state directors of the Office of Government Reports in the states in which the project was operating was sent to Roosevelt by Director Mellett of that office in a letter of April 19, 1940 (OF 149).

[3]Providing for an appropriation of $2,120,000.

992 ROOSEVELT TO THE NATIONAL RESOURCES PLANNING BOARD

WASHINGTON, *April 5, 1940*

GENTLEMEN: You have under way the drafting of proposed amendments to the Wheeler-Case Act, the Act of August 11, 1939 (53 *Stat.* 1418) entitled "An act authorizing construction of water conservation and utilization projects in the Great Plains and arid and semiarid areas of the United States." I wish that you would incorporate in your draft of bill appropriate amendments to the Water Facilities Act, the Act of August 28, 1937 (53 *Stat.* 869) entitled "An act to promote conservation in the arid and semiarid areas of the United States by aiding in the development of facilities for water storage and utilization, and for other purposes."

The authorities contained in the two existing acts are overlapping to a very considerable extent and involve the same subject matter. Indications of my views as to what would be the appropriate scope of the Water Facilities Act are contained in the statement I made in a memorandum for the Bureau of the Budget, at the time I approved that measure. A copy of my statement is enclosed for your information and convenience.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 177:CT]

[1]*Ante,* 686. The letter here printed was drafted by the Interior Department. In his letter to Roosevelt enclosing the draft, April 4, 1940, Ickes expressed concern over the fact that the Water Facilities Act authorized the Agriculture Department to engage in reclamation activities of a kind that had always been administered by the Reclamation Bureau. He noted that the House Appropriations Committee in its report on the pending Agriculture Department appropriation bill had "expressly omitted any provision for carrying out the purposes of the Water Facilities Act on the ground that the authority of the Act should be exercised by the Department of the Interior."

993 WARD SHEPARD TO ROOSEVELT

VIENNA, VIRGINIA, *April 8, 1940*

MEMORANDUM FOR THE PRESIDENT: Senator Bankhead is referring my "Outline of an Organic Forestry Act" to Secretary Wallace with the request that it be considered by the Department Program Board, which is composed of Chiefs of all the action Bureaus. This was the procedure Silcox had in mind when he asked me to help him draft the legislative program. This fits in with Mr. Wallace's present plan, as he asked Mr. Milton Eisenhower, Chairman of the Program Board, to draft new recommendations to the Joint Committee.

As Mr. Eisenhower, a highly intelligent and devoted official, has little forestry background, and as my outline Act, in its basic principles, embodies Silcox's broad approach and appeals to Senator Bankhead[1] Secretary Wallace, and Secretary Ickes, I have two definite steps to recommend:

(1) That it be taken as the starting point for the detailed drafting of a thorough-going organic forest law or code.

(2) That a competent drafting committee be set up to negotiate with the many Bureaus, Departments, and agencies concerned, so that the Act will represent an all-Government attack.

The latter point is illustrated by the fact that at least eight Bureaus in Agriculture are concerned, five in Interior, the CCC, the Treasury Department, the Reconstruction Finance Corporation, the Works Projects Administration, the National Resources Planning Board, and the National Forest Reservation Commission.

A drafting Committee could function either under the Joint Committee or under the National Resources Board. I rather lean to the latter, because it represents the President and is experienced, unbiassed, and successful in the art of coordination.

As Secretary Wallace said, with profound truth, to the Joint Committee: "In the light of the whole job, the accomplishments so far (the past 30 years) seem pitifully small." Let's lift this job out of the category of the pitiful and go after a vigorous, fundamental, and effective New Deal forest policy.

If you think the above procedure is desirable, and if your time permits, may I respectfully suggest that you have a brief conference with Senator Bankhead, Secretary Wallace, Secretary Ickes, Mr. Delano, and myself.[1]

Respectfully yours,

WARD SHEPARD

[13:OF I—C:TS]

[1]Apparently Roosevelt did not act upon this suggestion.

994 FREDERIC A. DELANO, CHAIRMAN, NATIONAL RESOURCES PLANNING BOARD, TO ROOSEVELT

WASHINGTON, D. C., *Apr. 9, 1940*

MEMORANDUM FOR THE PRESIDENT . . . Progress report on investigation of land management and water use in the Gila Basin, Arizona and New Mexico.

We have discussed with the interested Federal agencies your memorandum of February 14, 1940 concerning the alleged effects of soil conservation and other land-management practices in the Gila Basin upon water use downstream, and have initiated a joint study by them of the issues involved in that case and in similar areas.

Our discussions with groups such as the Department of Agriculture, Department of the Interior, Corps of Engineers, Tennessee Valley Authority, and Federal Power Commission reveal four major problems which are present in most arid and semiarid drainage areas:

1. What is the effect of land-management practices upstream upon quantity and silt content of water available for irrigation and other uses downstream?

2. What is the effect of major flood-control structures upon the flow and quantity of water available for use downstream?

3. What are the relative economic priorities for use of the available waters for improvement of grazing lands and downstream irrigation?

4. What should be the legal principles governing the allocation of rights between users (there is almost no legal precedent for this determination at present)?

The agencies are joining in investigation of these issues in the Gila Basin, and we are pressing for tentative findings for that area before attempting to investigate the problem in detail in other sections of the West. Having once tried unsuccessfully to formulate generalized statements for the entire country or major sections of it we are convinced that we can clarify thinking with respect to these problems best by building up a complete picture for sample areas. In basins such as the Gila Basin the effect of vegetal cover may be very important, whereas in other basins such as the Cheyenne Basin in South Dakota it seems probable that vegetal cover influences are relatively unimportant.

Although the facts with respect to the Gila Basin land management programs have been subjects of informal controversy since 1933, and although such controversy has been discussed by field officials working through our drainage basin committees, the past month has seen the first formal discussions between the Departments of Agriculture and Interior in which both sides have attempted to present their evidence and to understand the plans and assumptions of the other side.

FREDERIC A. DELANO

[13:OF 1092:TS]

995 ROOSEVELT TO NELSON C. BROWN, New York State College of Forestry, Syracuse University, Syracuse, New York

[WASHINGTON] *April 10, 1940*

DEAR NELSON: Thank you for your telegram.[1] I spent two days at home and the frost will be out of the ground inside of a week. The fields to be planted have been cleared and are all ready. Let Linaka and Plog know when to expect the trees.[2] I understand they are coming in two or three batches so as not to have to lie around too long before being put in the ground.

I hope to be home again the first Sunday in May and perhaps you will run down sometime this Spring.

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 38:CT]

[1]April 8, 1940 (PPF 38), saying that weather conditions would prevent the shipping of trees to Hyde Park before April 18 or thereabouts. The shipment was to consist of 50,000 trees (Brown to Roosevelt, April 9, 1940, PPF 38).

[2]Russell W. Linaka was in charge of, among other things, Roosevelt's tree nurseries. William Plog was superintendent of the Roosevelt estate.

996 ROOSEVELT TO GOVERNOR BURNET R. MAYBANK, Columbia, South Carolina

[WASHINGTON] *April 12, 1940*

DEAR BURNIE: I am so thoroughly sold on the desirability of preserving the original strain of wild turkeys throughout the eastern seaboard that it occurs to me that your own Game Department could accomplish much at relatively low cost and without public funds either from the Federal Government or the State of South Carolina.

So many sportsmen and winter residents are in South Carolina from all over the United States —and so many of them are blessed with a few dollars to spare that I am reasonably certain that funds could be raised by an appeal to them. This fund should, of course, be expended by the Game Department of the State under perhaps an Advisory Committee made up of sportsmen. Even $100,000 would go a long way toward the propagation of wild turkeys in areas suited for them.

I am sure also that if you undertake something like this the Biological Survey would give you their wholehearted blessing and advisory assistance. And, incidentally, you can quote me as being wholeheartedly for such a proposal.[1]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 378:CT]

[1]This was in reply to Maybank's letter of March 28, 1940 (OF 378), urging Roosevelt to support H. R. 6080, to establish a wild turkey refuge in South Carolina. The letter here printed accompanied another, formal, letter from Roosevelt to Maybank, of the same date. The latter letter, drafted in the Bureau of the Budget, informed Maybank that the proposed legislation would have to be postponed for financial reasons. The bill in question was not introduced.

997 ROOSEVELT TO IRVING BRANT, CONTRIBUTING EDITOR, ST. LOUIS *Star-Times*

WARM SPRINGS, GEORGIA, *April 25, 1940*

MY DEAR MR. BRANT: I regret that the very great press of business has prevented an

earlier reply to your letter of March 6, 1940, relative to the Forest Service.[1]

The views which you expressed concerning the feasibility of transferring the Forest Service to the Department of the Interior and your suggested utilization of the powers conferred by the Taylor Grazing Act were of definite interest. You may be certain that this material will receive proper consideration in any further analysis that may be made of this subject.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] HDS[2]

[13:OF I—C:CT]

[1]Brant proposed (OF I—C) that some 30,000,000 acres of national forest lands primarily suitable for grazing be transferred from the Agriculture Department to the Interior Department under authority of the Taylor Grazing Act. He said that the political power of the Forest Service derived more from the stockmen's associations than from the lumbermen. With its grazing control limited to forested areas, "the Forest Service would be likely to stiffen its conservation policy, with a reduced tendency to sacrifice timber and watershed values in order to build up local influence with stockmen."

[2]Budget Director Harold D. Smith, in whose agency this letter was drafted.

998 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, D. C., *May 3, 1940*

MEMORANDUM FOR THE PRESIDENT: Reference is made to the attached letter addressed to you by the Secretary of Agriculture under date of March 28, 1940, urging the inclusion in the Emergency Relief Appropriation Act for the coming fiscal year of special authorizing language and an appropriation item of $2,120,000 to provide for continuation of the Prairie States Forestry Project (the Shelterbelt).

Possible courses of action with respect to this project have been considered with the Department of Agriculture and the Work Projects Administration, as follows:

1. Special language and appropriation item in the new Relief Act. It is believed that this course would almost certainly lead to pressures in Congress in behalf of a large number of other projects by special interest groups who may be able to present the case for such projects as appealingly as that for the Shelterbelt can be presented. Either a large increase in the total Relief Act appropriation, or a legislative break down of the total into numerous and frozen project items with resultant handicap to W. P. A. in administering the program would be the probable consequence.

The Congressional history of the Shelterbelt as a distinct budgetary item is unfavorable. The 1937 Department of Agriculture Appropriation Act provided $170,000 for this project with what amounted to a mandate for its liquidation. This $170,000 was not used. Instead of liquidating the project it was continued with W. P. A. financing. Again in the Budget for 1939 you approved the inclusion of an item of $1,000,000 for the Shelterbelt, under the authority of the newly enacted Norris-Doxey Cooperative Farm Forestry Act. The item was rejected by Congress, the House Committee stating that "the proposed expenditure is not in accord with the purpose and intent of Congress" under the above Act.

Although, as indicated by the Secretary, more favorable public and Congressional sentiment with respect to the project has since developed, another submission as a special project in the Relief Act would incur serious risk of a rejection which would force an abrupt abandonment of the project on June 30 of this year.

These factors lead to my recommendation that the proposed course of special treatment in the Relief Act submission should not be adopted.

2. An allocation from the funds which will be appropriated in the Relief Act for the Rural Rehabilitation program of the Farm Security Administration. The Solicitor of the Department of Agriculture has rendered an opinion that such funds could not legally be used to provide the "sponsor contribution" for continuation of the project with W. P. A. labor.

3. Continuation as a Soil Conservation Service project. The regular appropriations of the Soil Conservation Service are legally available for the purposes of the project. In the 1941 Budget the S. C. S. estimates were sharply reduced. The Senate restored $1,700,000 of the cut, but this restored amount, if finally approved, is rather definitely earmarked by the Senate "for cooperation with Soil Conservation Districts," which are rapidly growing in number and area. The Department holds that, even with the restoration above indicated, its funds for cooperation with these organized Districts will be extremely short, and that a revision of the program to provide a $250,000 to $350,000 sponsor contribution for the Shelterbelt would not only be disadvantageous to the Conservation District program, but would involve unfortunate Congressional reactions.

4. Can the Work Projects Administration legally authorize exemptions which would permit continuation of the work, strictly as a W. P. A. Federal Agency Project? As stated by the Secretary, the Shelterbelt project has been carried forward wholly with W. P. A. funds for the past four years. The Department feels that it cannot be continued on this basis without material relief from present restrictions as to non-labor expense, 90-10 employment ratio, freezing of allotments by States and other administrative features. I have presented the above question to the Work Projects Administration, and have been assured that essential exemptions can and will be allowed. Consequently, I recommend that the Work Projects Administration and the Department be requested to work out arrangements which will permit the work to be carried on through the fiscal year 1941, from Agriculture's share of the Federal Agency Project fund which the new Relief Act is expected to provide.

5. Action subsequent to Fiscal Year 1941. You will recall that the Department's regular estimates for 1941 included an item of $500,000 to provide administrative and supervisory personnel and basic facilities which would enable the Forest Service to carry on the Shelterbelt as a special project on a scale adapted to the availability each year of relief labor financed by W. P. A.

In deciding against inclusion of this item in the 1941 Budget, you indicated that as the feasibility and value of the shelterbelt plantings become more fully demonstrated, it should be possible to reduce the Federal contribution to the ordinary degree of cooperative action by inducing the affected States, local agencies and individuals to assume the major part in the long-term program.

The Department states that orderly liquidation of the project as a Federal activity could not be accomplished in less than two years. It believes that due to the wide range of technical requirements for success, the States would not continue the work as State WPA projects were the Forest Service to liquidate its set-up. The Secretary expresses the conviction that it is not time to relinquish operation of the project as a Federal activity and that the work constitutes an important phase of the agricultural program in the plains States.

While a way has been found to continue through 1941 on the present basis, I suggest that definite steps be taken toward changing the pattern of Federal participation to that indicated by the decision last fall against setting up the Shelterbelt as a distinct and permanent regular Budget item. Each of the six States involved has enacted legislation authorizing Soil Conservation Districts. The Shelterbelt area is likely to be largely embraced within such Districts. The maintenance and operation of nurseries and the furnishing of technical advice and assistance in tree planting are clearly authorized by the act establishing the Soil Conservation Service and there is further cooperative authority under the Farm Forestry Act which also is largely administered by the Soil Conservation Service. Within the regular annual appropriations to that Service for soil conservation research and cooperative operations, it appears that the Department should find it possible to do its proper part in continuing desirable tree planting and maintenance in the plains States. In the attached proposed draft of your reply to the Secretary's letter of March 28,[1] this course is suggested. The proposed reply also has been referred to WPA and initialed to indicate concurrence of that agency as to the 1941 handling of the project.

HAROLD D. SMITH

[Notation: AS] H. D. S. OK FDR

[13:OF 79:TS]

[1]Sent as the letter following.

999 ROOSEVELT TO HENRY A. WALLACE, SECRETARY OF AGRICULTURE

[WASHINGTON, *May 6, 1940]*

MY DEAR MR. SECRETARY: Reference is made to your letter of March 28, 1940, urging the inclusion in the Emergency Relief Appropriation Act estimates for 1941 of special authorizing language and an item of 2,120,000 for the Prairie States Forestry Project (the Shelterbelt).

Such a course would, I feel, open the way to pressures in Congress in behalf of numerous other projects by special interest groups and lead to either an undue increase in the total appropriation or a breakdown of the total into numerous frozen project items with resultant handicapping of the Work Projects Administration in its conduct of the general work-relief program.

I am glad to tell you, however, that the Work Projects Administration has assured me that it will cooperate as fully as practicable in making arrangements which will permit continuation of the project during 1941 about as it is now operating. It will doubtless be necessary, because of sharply reduced Federal Agency Project funds, to reduce somewhat your present scale of tree plantings in the Prairie States and it is to be hoped that this reduction may in some measure be offset by the stimulation of greater local agency and individual effort which should grow out of successful demonstration work.

Looking beyond 1941, I have in mind that since the Prairie States Shelterbelt idea was born, the acts providing for soil conservation as a major national policy, for the establishment of the Soil Conservation Service and for cooperative farm forestry have been written into our statutes. I note too with very real gratification the rapid growth of Soil Conservation Districts in both number and area. Since the Shelter belt region is quite likely to be largely included within such Districts and the planting of trees as a measure of soil and moisture conservation

is definitely included in the scheme of cooperative action within these areas, I feel that the Department should be able to fulfill satisfactorily its responsibility for technical advice and material assistance under the general soil conservation and farm forestry programs, gradually inducing the States, local agencies and individual beneficiaries to assume the major part in the long-term plantation program.

For these reasons I do not feel that we should seek to give distinctive regular budget status to the Shelterbelt as a long-term Federal project in the six Prairie States, unless or until the approach herein indicated has been proved inadequate.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] 5/6/40
[Notation: AS] HDS[1]

[13:OF I—C:CT]

[1]Budget Director Harold D. Smith, in whose agency this letter was drafted.

1000 ROOSEVELT TO WILLIAM P. WHARTON, PRESIDENT, NATIONAL PARKS ASSOCIATION, Groton, Massachusetts

[WASHINGTON] *May 7, 1940*

Private and Confidential

DEAR POLLY: There seems to be real objection on the part of the Interior Department and the National Park Service to an endorsement of the National Parks Association by me in a formal and public letter.[1] Apparently the National Parks Association has opposed most of the accomplishments in national park work during the past few years.

In view of this I know you will understand if I hesitate to write a letter which could be construed as an endorsement.

I hope all goes well with you and that I shall see you this Summer.

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 1811:CT]

[1]Wharton had asked (April 24, 1940, PPF 1811) for a message from Roosevelt to be read at the annual meeting of the National Parks Association on May 9, 1940. Ickes recommended against sending such a message (May 3, 1940, PPF 1811), on the ground that the Association had opposed the bills for the establishment of Olympic and Kings Canyon National Parks. He enclosed a press release issued by him on the subject in 1939 (the press release contains copies of Ickes' letters to Wharton of Feb. 9 and May 2, 1939, but is not itself dated). Ickes charged the National Parks Association with being a subsidiary of the American Forestry Association. Wharton replied to Roosevelt May 9, 1940 (PPF 1811), saying that he hoped to have an opportunity to explain the "unfortunate situation" which had arisen.

1001 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, D. C., *May 8, 1940*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: The question of the feasibility of settlement plans for the East Mesa area in the Lower Colorado River Basin, California, has come to my attention. I understand that work has begun on the construction of the irrigation works which will supply water to that section.

Would it not be desirable for the Bureau of Reclamation to initiate a comprehensive survey of that area comparable in form to the current Columbia Basin study? If an investigation is started I would like to have it organized with the advice of a committee representing the Departments of Agriculture, Interior and Labor, and the State Planning Board. The National Resources Planning Board is ready to arrange for the appointment of such a committee if and when that seems appropriate.

[FRANKLIN D. ROOSEVELT]

[Notation: T] Nat Resources Plan Bd GFWhite/hs FAD: DJ 5-8-40[1]
[Notation: AS] FAD

[13:OF 834:CT]

[1]White, senior research technician of the NRPB, was presumably the drafter of this letter. "FAD" stands for Frederic A. Delano, Chairman of the NRPB.

1002 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *May 29, 1940*

MY DEAR MR. SECRETARY: I have considered your letter of March 7, 1940,[1] concerning the reports by the Bureau of Reclamation and the Corps of Engineers on the Kings River project in California. I have had this question examined by the National Resources Planning Board.

It appears from an examination of the reports that they are in agreement, except as to questions of policy as follows:

1. Should the development of power be initiated as a part of the irrigation improvement, or should provision be made for future development under license by the Federal Power Commission?

2. Should the project be constructed by the Bureau of Reclamation or the Corps of Engineers?

3. Should the irrigation beneficiaries repay their share of the cost in a lump sum or by 40 annual payments?

4. Should the Federal Government or local interests operate the completed project. If operated by the Federal Government, by what agency?

With respect to these matters, it seems to me that the project is dominantly an irrigation undertaking and is suited to operation and maintenance under the reclamation law. It follows, therefore, that it should be constructed by the Bureau of Reclamation, and that the portion of the project cost to be charged to irrigation should be financed on the basis of the prevailing

Federal policy of 40 annual payments by irrigation beneficiaries. The project should be maintained and operated by the Bureau of Reclamation, but operation for flood control should be in accordance with regulations prescribed by the Secretary of War.

While there would be no objection to legislation specifically authorizing this project in accordance with the foregoing outline of policy, I would not expect to approve estimates of appropriations for the immediate construction of it. The present international situation requires the postponement of projects that could be undertaken in normal times.

A copy of this letter is being transmitted to the Secretary of War for his information.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] HDS[3]

[13:OF 402:CT]

[1]This letter was sent by Roosevelt to Budget Director Smith for preparation of reply with a note of March 30, 1940 (OF 402) reading, "Will you try to straighten this out and let me know the result?" Apparently Smith did not return Ickes' memorandum.

[2]The conflict in policies over development of the Kings River area water resources is treated in detail in Maass, *Muddy Waters,* pp. 208-259.

[3]Budget Director Harold D. Smith, in whose agency this letter was drafted.

1003 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, D. C., *June 1, 1940*

MEMORANDUM FOR THE PRESIDENT REGARDING THE WHEELER-CASE ACT FOR CONSTRUCTION OF WATER CONSERVATION AND UTILIZATION PROJECTS IN THE GREAT PLAINS AND ARID AND SEMIARID AREAS OF THE WEST: In approving the Wheeler-Case bill last August, you indicated that the bill contained certain deficiencies which would be called to the attention of the Congress at its next session; and called upon the National Resources Planning Board and the Bureau of the Budget to prepare such a revision of the Act.[1]

The National Resources Planning Board appointed a sub-committee for the purpose, which included representatives of the Interior and Agriculture Departments, and the Work Projects Administration. This subcommittee finally reached an agreement upon all details of the proposed revision, except one, viz.: the Interior Department representatives insisted upon the insertion of a section restricting in certain respects Agriculture Department operations under its Water Facilities Act of August 28, 1937. The restrictions suggested by these representatives were: (1) not to exceed $50,000 of Federal money from whatever source derived should be expended on any one project; and (2) no project involving the irrigation of more than 500 acres of land or the surface storage of more than 500 acre-feet of water or a total cost of $5,000 should be undertaken unless and until the Secretary of the Interior found and certified to you that the project could not feasibly or practicably be undertaken under the Wheeler-Case Act or the Federal Reclamation Laws. The Agriculture Department

representatives were not agreeable to either of these restrictions.

The National Resources Planning Board, in its proposed memorandum to you, under date of May 2, 1940,[2] did not resolve the final point of disagreement between Agriculture and Interior, but indicated that it would accept the judgment of the Bureau of the Budget with respect to the solution of that problem.

Since all of the agencies concerned are in agreement with respect to all of the details of the proposed revision of the Wheeler-Case Act other than the section relating to the Water Facilities Act, I recommend that I be authorized to advise the Secretaries of Agriculture and Interior that the proposed revision (with the Water Facilities Act section eliminated therefrom) would be in accord with your program, but that there would be no objection to the presentation by the Secretary of the Interior for the consideration of the appropriate Committees of Congress of his proposed amendments to the Water Facilities Act.[3]

HAROLD D. SMITH

[Notation: AS] H. D. S. OK FDR

[13:OF 79:TS]

[1]*Ante,* 941.

[2]This memorandum, signed by Delano, is enclosed with the letter here printed.

[3]Ickes urged amendment of the Water Facilities Act because it placed no fiscal limitations on the operations of the Agriculture Department with respect to water conservation projects. In a letter to the National Resources Planning Board and to the Budget Bureau of April 17, 1940 (OF 177), he said that ". . . sound policy requires in general that any water conservation project which can measure up to the standards of the Federal Reclamation Laws or of the Wheeler-Case Act should be undertaken only pursuant to those laws."

1004 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO EDWIN M. WATSON, SECRETARY TO THE PRESIDENT

WASHINGTON, *6/18/40*

MEMO FOR GEN. WATSON: I showed this to the President and the President asks that you call Sen Barkley and say "What is the matter with the Mundt amendment? We are in favor of it."

[Notations: AS] To phone Sen. Barkley EMW.

SEC. ICKES

[13:OF 114—A:T]

1005 ***[Enclosure]***

Memorandum on Water Pollution Control

For the past five years, the subject of stream pollution has been approached on one side by the Lonergan-Mundt-Clark type bill; on the other side by the Barkley Bill. The former was initiated by the conservationists who believe the public is entitled to clean streams in the

name of sound economics, health, recreation, and common decency. The latter was initiated by the industrial polluters who find it more profitable, in the spirit of heedless self interest, to defile public resources for private gain.

The Barkley Bill (S-685), amended by the House to include the so-called Mundt Amendment, places a quarantine upon stream pollution by declaring *new* sources of pollution, unless approved by duly constituted authority, to be "against the policy of the United States, and a public and common nuisance." In a spirit of compromise, the proponents of the Mundt Bill have agreed to support S-685 with this simple amendment agreed to by all conservation organizations, the Public Health Service, the majority of State health agencies, and a countless number of civic groups. Only the industrial polluters remain adamant in opposition to the amended Bill now in conference committee. Continued opposition to the Mundt Amendment can be construed only as favoring expansion of exploitation of public resources for private gain. In the Mundt Bill, advocates of clean streams asked for a loaf; in the Barkley Bill they were offered a stone; in the Mundt Amendment to the Barkley Bill, they have accepted a small slice. Agreement to the House Amendment now rests almost entirely with Senator Barkley who has so far been steadfast in his opposition.

The utter futility of State control of the problem is well exemplified in Pennsylvania's recent abdication of duty when its sanitary water board announced that it planned to discard existing law and approach the problem by "reasonable, practicable, progressive steps rather than by action harmful *[sic]* affecting employment and increased taxation."[1]

[13:OF 114—A:T]

[1]This memorandum was prepared at Ickes' request by Philip G. Platt, president emeritus of the Pennsylvania Division of the Izaak Walton League of America, and was probably delivered to Roosevelt on June 14, 1940 (Platt to Morris L. Cooke, June 15, 1940, Group 40). The Barkley bill (S. 685), approved by the Senate in the previous year, was the same as the vetoed Barkley-Vinson bill of 1938, except that the objected-to feature of the latter bill—authorization of projects by Congress without prior Budget Bureau review—had been removed. (See *ante,* 915.) S. 685, referred by the House to its Rivers and Harbors Committee on May 3, 1939, was reported, extensively rewritten, a week later, but no further action was taken during the session. Changes made by the committee included removal of the provision for Federal grants for the construction of pollution-abatement facilities. The provision for loans to public bodies and to industries for this purpose was, however, retained.

Representative Spence (Ky.), introducer of the House companion bill to the Barkley bill (H. R. 922), said (on Feb. 29, 1940) that the changes made were in consequence of a White House conference attended by him, by Senator Barkley (Ky.), "the health authorities of the Government," representatives of the Reconstruction Finance Corporation and Representative Mansfield (Texas), chairman of the House Rivers and Harbors Committee *(Cong. Rec.,* 76th Cong., 1st sess., 84:5, 5089, 5408; 3d sess., 86:2, 2178-2187, 2187-2197). This conference took place on Jan. 25, 1940; it is referred to in a White House memorandum as having been called by Roosevelt to consider means of securing an appropriation for the bill "without breaking the budget" (Watson to Kannee, Jan. 19, 1940, OF 114—A).

S. 685 was taken up by the House on Feb. 29, 1940. Mundt and others who in previous sessions had backed realistic "Lonergan-type" anti-pollution measures (providing for action in the Federal courts against violators) denounced the Barkley bill as ineffective and harmful because it did nothing to prevent the further contamination of streams by new sources of pollution. Mundt did not, however, move the recommittment of S. 685 but instead offered as an amendment the enforcing clause of his own bill, H. R. 7971, introduced in the previous session as H. R. 6723. This would have barred the addition to navigable waters of new sources of pollution and provided for injunctive action through the Federal courts against agencies, public or private, that persisted in the illegal pollution of waters. Mundt's amendment was accepted by the House (March 1) and the bill was sent to the Senate. That body refused to accept the amendment and the bill went to conference. The conferees failing to agree, Representative Mansfield moved (July 9) that the House managers recede from insistence on the Mundt amendment. This reopened debate on the whole question and on a roll call vote the Mansfield motion was defeated 198-155. No further action was taken on S. 685. The 198 votes the anti-pollutionists were able to muster against the Mansfield motion represented the high tide of their effort to secure an effective anti-pollution law. Mundt and others introduced anti-

pollution bills in succeeding Congresses of the Roosevelt administration but without result *(Cong. Rec.,* 76th Cong., 3d sess., 86:2, 2187-2197, 2207-2226; 86:3, 2421-2423, 2754; 86:9, 9347-9359). A copy of S. 685 as approved by the House is printed *ibid.,* 86:3, 2421-2422.

Roosevelt passed on to Barkley, for his information, pleas received by him from the National Association of Audubon Societies and from Morris L. Cooke for the enactment of the Mundt bill (Baker to LeHand, Jan. 13, 1940; Cooke to LeHand, May 1, 1940, OF 114—A). Other than this, and the intimation contained in the Ickes memorandum here printed, no particular effort was apparently made by him to secure passage of the measure.

The general attitude of the conservation organizations on the Administration's position was expressed by Izaak Walton League President Otto C. Doering in a letter to FWA Administrator John M. Carmody, March 20, 1940 (OF 344):

"It has always seemed to the Izaak Walton League, and numerous other conservation organizations, more than passing strange that this liberal Administration concerned with the best interests of the great mass of our people should have allowed itself to be jockeyed into the position where they are actually supporting the pollution of our waters. The Barkley bill, as passed by the Senate, is certainly not an anti-pollution measure, but a smoke screen to permit the continuation of pollution."

1006 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *June 24, 1940*

MEMORANDUM FOR THE PRESIDENT: Attached is the outline for the proposed Conference on Conservation which I discussed with you. I am suggesting that this Conference be conducted October 1-5, 1940, in Washington and that it be called *The President's Conference on Resources.*

The Committee and administrative set-up is submitted for your consideration and approval.

HAROLD L. ICKES

Approved:

[13:OF 4030:TS]

1007 *[Enclosure]*

Draft 6-17-40

Proposed President's Conference on Resources

Keynote: (a) Preparedness through conservation.

(b) Prudent use of natural resources in this emergency.

Subject: It is becoming increasingly evident that our vast resources must be carefully utilized and preserved to serve this Nation as staunch bulwarks of our economy and tranquility. A recapitulation of our present position and the recommendation of a framework of action which will make possible the continued enjoyment of our resources in this time of international strife, while at the same time defending and improving our economic and social condition in the face of external danger. Some of the aspects of this broad problem which might be considered are the extension and integration of power facilities and resources; the stabilization of fuel resources; the orderly development of petroleum supplies; the location and orderly development of strategic mineral deposits; the accumulation of stocks of critical

minerals; the continued development of improved metallurgical processes; the careful expansion of agricultural production; the increase of lumber production upon a sustained yield basis; the extension of the sustained yield system in the lumber industry; the protection and orderly development of water supply; the extension of systematic land use, and similar subjects.[1]

[13:OF 4030:T]

[1]Ickes also enclosed drafts of a proposed conference program, a budget, plan of organization, and a list of persons to be invited. The memorandum and enclosures were sent by Roosevelt to Lowell Mellett, director of the Office of Government Reports, under cover of a memorandum of June 25, 1940 (OF 4030), asking, "Will you find out if this is O. K. with the Secretary of Agriculture and Mr. Delano before I sign it?" Mellett replied June 26, 1940 (OF 4030), that Wallace and Delano thought it inadvisable to hold such a conference during the campaign. Roosevelt then asked Mellett to take up the matter with Ickes, Wallace and Delano, and to "try to straighten it out" (June 27, 1940, OF 4030). Mellett reported to Roosevelt on Aug. 3, 1940 (OF 4030), that further discussions revealed that all concerned agreed that the proposed conference should not be held until after the election.

1008 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *July 5, 1940*

MY DEAR MR. PRESIDENT: Under your Reorganization Order No. 4 you indicated your desire to send to Interior for administration that part of soil conservation which has to do with public lands. Obviously we can't do the job assigned to us without money enough to do it with. The Department of Agriculture has bitterly resisted the turning over to us of a fair share of the funds appropriated for soil conservation for this fiscal year. The Bureau of the Budget, although I think that some of the people there recognize the justness of our claims and realize the intransigence of Agriculture, has come through with the usual "compromise."

Before the first of July, when I was advised of the trend of the Budget, I wrote to Director Smith telling him that unless we could have enough money to do a decent job I would prefer that you retransfer this segment of soil conservation to Agriculture. We were not given the money that we were entitled to in my judgment, although I think that we were exceedingly reasonable in our demands, and so I have refrained from exercising any jurisdiction over any part of soil conservation. I cannot believe that it was your purpose to draw attention to the fact that our public lands are being neglected in the interest of privately owned lands as would be the case if I should take over this unit and draw upon Interior the inevitable criticism that would follow from a patent neglect of the public lands. I can see no distinction in principle between turning over public lands to private exploiters, as used to be the policy of Interior, and devoting public funds to the improvement of private lands to the exclusion of public lands as now seems to be the policy of Agriculture.[1]

Sincerely yours,

HAROLD L. ICKES

[13:OF I—R:TS]

[1]Answered *post,* 1010.

1009 ROOSEVELT TO WILLIAM R. WALLACE, CHAIRMAN, WATER STORAGE COMMISSION, Salt Lake City

WASHINGTON, *July 10, 1940*

MY DEAR MR. WALLACE: I have received your letter of June 21, concerning the proposal to establish a national recreational area within the region of the Colorado River Canyon, Southeastern Utah.[1]

I am familiar with the various proposals for further control of the Colorado River for public benefit, and I believe that the interests of the people of Utah, as well as of the general public, are being given full consideration in all the studies which the Federal Government is making in cooperation with your State. The national recreational area proposal does not ignore, evade or avoid any Utah rights or interests. On the contrary, all existing rights are recognized, and additional advantages for the local people are anticipated.

In view of the close working relationship already established between the Governor of your State, your representatives in the Congress, other leading people of Utah, and officials of the Department of the Interior and National Resources Planning Board, I do not see the need for additional organization for the protection of Utah interests. I am not informed of any problems that cannot be worked out under the organized Colorado River Drainage Basin studies for all purposes, which are being carried on jointly by local, State, and Federal groups.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]Wallace said that the proposed national recreational area would forever prevent the region "from producing the greatest benefit to Utah and the nation," and he asked why the President and the governor of Utah should not together appoint a committee "to make a thorough analysis and agree upon a plan that would protect Utah in the enjoyment of its own resources and at the same time protect scenic wonders and develop great recreational areas" (OF 6—P).

[2]Drafted by the Interior Department. In his letter to Roosevelt of July 9, 1940, covering the draft, Acting Interior Secretary Burlew noted that in February Governor Blood and Representatives Robinson and Murdock of Utah had discussed the project with National Park Service officials and had expressed their satisfaction with it. A letter similar to the one here printed, also drafted by the Interior Department, was sent by Roosevelt to Senator Thomas of Utah, July 15, 1940, in response to his letter of July 3, 1940 (OF 6—P). Thomas said that the Utah delegation had not been consulted in the matter. Roosevelt denied this and added: "This is true despite the fact that the Utah Congressional delegation has not supported the legislation to amend section 2 of the Act for the Preservation of American Antiquities, embodied in S. 3827 and H. R. 9351, which would provide the means for integrating recreational developments with other essential interests in the Colorado River Basin.

The amendment referred to would have authorized the President to create, by proclamation, national recreational areas on the unreserved and unappropriated lands of the United States when in his opinion such property contained outstanding scenic or other natural features and was "of value to the Nation for recreational, educational, or inspirational purposes." The legislation was not reported from committee *(Cong. Rec.,* 76th Cong., 3d sess., 86:4, 4400; 86:5, 4809). It is further described *post*, 1020.

1010 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *July 13, 1940*

MY DEAR MR. SECRETARY: Your letters of June 6[1] and June 27, addressed respectively to me and to the Director of the Bureau of the Budget, relative to the effectuation of Section

6 of Reorganization Plan IV providing for the transfer to your Department of soil conservation operations on lands within your jurisdiction, have had my careful consideration. Your letter of July 5, reiterating but not materially altering your views as presented in the earlier communications is also before me.

In determining upon this transfer I gave great weight to the fact that conservation of the basic resources of soil and water on the public land is, and always has been, a primary responsibility of every public land managing agency. It follows logically, I think, that all the forces, facilities and funds available for the application of the essential techniques on any given area of Federal land should be made available to and directly handled by the agency managing that land. While recognizing that this consolidation of responsibility and facilities with respect to Interior lands would require apportionment between Agriculture and Interior of appropriations hitherto wholly made to Agriculture, I anticipated that this could readily be worked out between the two Departments, subject, of course, to review by the Director of the Bureau of the Budget and to my final approval.

In order to facilitate the disposition of this matter, I have prepared the following interpretative statements in which the Attorney General concurs:

1. In determining the amounts to be transferred in accordance with Section 15 of Reorganization Plan IV, the Director of the Bureau of the Budget must proceed on the basis of the existing program, regardless of the fact that certain changes may appear to be desirable. Thus, it would not be proper for the Director to determine that the Department of Agriculture had not been devoting a sufficient portion of its available funds to soil conservation activities and attempt to rectify this by allocating to the Department of the Interior a much larger sum than was expended on public lands during 1940 or was contemplated for expenditure during 1941. Any interpretation to the contrary would have to be premised on the assumption that a reorganization plan can be made the means for forcing an agency to make important changes in its operating program.

2. On the other hand, the transfers of funds must provide not only for direct expenditures but also for items of an overhead character, which are usually secured through central bureau or departmental facilities.

3. In addition to the necessary funds, personnel, and records, the Department of the Interior will, of course, receive all property used primarily in the administration of the transferred activities, or in lieu of such property a compensatory amount will be included in the transfer of funds.

4. Since research is a relatively nebulous term, it is impossible to set down precise standards for determining the extent, if any, to which the appropriation for "soil and moisture conservation and land use investigations" should be made available to the Department of the Interior. The wording of both the Plan and the accompanying message reflects my intention that the transfer should extend only to the application of soil conservation techniques to Interior Department lands and should not include the conduct of underlying research and planning. However, this does not preclude the transfer of any activities that, while financed out of the appropriation for investigations, are nevertheless an integral part of the conservation operations.

I feel sure that the Director of the Bureau of the Budget has carefully canvassed all the pertinent facts relative to the necessary appropriation transfers, and that the amounts of such transfers as finally determined are fully as large as could be justified under the letter and intent of the Reorganization Plan.

The proper apportionment of the total Federal effort in soil and moisture conservation as

between public and private lands is, of course, a matter concerning which there may be wide and equally well-supported differences of judgment. In general, I feel that while Federal land management has failed at times and in some areas to give due emphasis to these primary responsibilities, the resultant problems are somewhat less acute, and the necessary correctives less costly than in the private crop land areas. Moreover, I have in mind that the particular appropriation items which have now been divided between the Departments of Agriculture and Interior by no means constitute the total of Federal expenditure for soil and moisture conservation on Federal lands. Soil conservation is fundamentally inherent in the work programs of the Grazing Service, the National Park Service, the Indian Service, the Forest Service and other land-managing agencies, and in recent years large sums in addition to regular appropriations have been available to all these agencies for soil and moisture conservation activities.

I am entirely confident that the immediate and thoroughly beneficial effect of this feature of the Reorganization Plan, and the fund apportionment which I have approved thereunder will be a material strengthening of the splendid work in soil and moisture conservation which has been going forward on the public lands under your management since 1933.

I want to have a conference with you with the object of putting into the 1942 budget this Autumn a special item for soil reclamation on half dozen *[sic]* public land areas. I should like to have half dozen separate places, averaging say twenty-five square miles, each in places which are readily accessible to tourists and other visitors. In other words, I want to see what the Interior Department can do with the reclamation of such demonstration areas so that there can be a visual comparison between the reclaimed area and the adjacent non-reclaimed lands. You might have this study started so that we can talk about it before the budget is made up.

In regard to the present allocation, Harold Smith tells me that Interior will get $185,240 net more than the 1941 budget contemplated.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] Copy of reply sent to Budget 7/15/40 hm

[13:OF I—R:CT]

[1]OF I—R. The June 27 letter is not present.

[2]Drafted by the Budget Bureau. Budget Director Smith, in his letter to Roosevelt of July 12, 1940 (OF I—R), enclosing the draft, described in detail the procedure criticized by Ickes.

1011 ROOSEVELT TO EBERT K. BURLEW, FIRST ASSISTANT SECRETARY OF THE INTERIOR

[WASHINGTON] *August 12, 1940*

MEMORANDUM FOR HON. EBERT K. BURLEW: I have read with interest Regional Forester Arnold's report on the Vanderbilt place.[1]

I fully approve his suggestions that the place so far as open spaces, lawns, etc., are concerned should remain permanently in present condition.

Please tell Mr. Arnold, however, that in order to attain this there should be laid down a rule

as follows: "When it is estimated that an existing tree has an estimated additional length of life of 25 years or less, another tree, preferably of the same variety, should be planted at once as close to the original tree as possible."

The reason for this is that we do not want to lose the general character of the present plantings and it is always possible that half a dozen key trees near the house might die almost simultaneously.

F.D.R.

[13:OF 6—P:CT]

[1]Regional Forester Fred H. Arnold's report was enclosed with Burlew's letter to Roosevelt of Aug. 3, 1940 (OF 6—P). The Vanderbilt estate was designated the Vanderbilt Mansion National Historic Site on Dec. 18, 1940.

1012 MILLER FREEMAN, WASHINGTON STATE PLANNING COUNCIL, TO ROOSEVELT

SEATTLE, *Aug. 22nd, 1940*

DEAR SIR: Your careful examination is requested of the enclosed letter from Secretary Ickes and my reply.

As a publisher of industrial journals, I have been for many years actively interested in the conservation and wise utilization of the resources of this region.

I am enclosing copy of letter you wrote me Sept. 6, 1932,[1] outlining your ideas on a national conservation program in which you said:

"This must be jointly a State and Federal concern, but with more effective encouragement from the Federal Government than it has had in the past."

Shortly after receipt of this letter I initiated the movement to create the Washington State Planning Council, which has now been in existence for more than six years. No planning body in the union has a finer record of achievement in a like period of time.

We certainly haven't had any encouragement whatever from Secretary Ickes.

The irony of all this is that while the Council has devoted itself so largely toward coordination of efforts of the State and Federal Government, it is the subject of condemnation and vilification by Mr. Ickes in language unworthy of a member of the Cabinet.

After you have examined the matter, I would be glad to hear your present views in the light of these developments by which it seems plain that the Secretary of the Interior entirely ignores State interests, and is attempting to arbitrarily enforce Federal Dictatorship. Do you support his position? If so, you might as well abolish the State Planning Boards, as their further continuance would be futile.

Yours respectfully,

MILLER FREEMAN

[13:OF 177:TS]

[1]*Ante,* 120.

1013 ***[Enclosure 1]*** **HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO** ***The Mining World,*** **Seattle**

WASHINGTON, *Aug. 7th, 1940*

GENTLEMEN: I have received a copy of the July issue of *Mining World.*

On page one of this issue I note that *Mining World* devotes itself to its field "without sectionalism, without sensationalism, and with scrupulous regard for accuracy." Thirty pages later I come to an article entitled "Conservation—Should it Serve—or Only Save?" which is composed chiefly of sectionalism, sensationalism, and inaccuracy.

I suggest that before you printed this obviously biased attack upon the Department of the Interior you might have attempted to ascertain the facts from any authorized representative of the Department. You might have asked the Washington State Planning Council to let you read the material presented by the National Park Service, which the Council buried in its files while giving publicity to a theme to which it was already committed. If you had made inquiry you would have found newsworthy facts.

You would have found that in the early stages of the study the Planning Council held seven public mass meetings to pass public judgment on a park proposal which had not been made, and in the light of facts which had not been ascertained. You would have found that after this park proposal had served its purpose in arousing public apprehension, the Council then broadened the scope of its study to include a general inventory of the resources and potentialities of five national forests in the Cascade Range, and concluded that since those five national forests, as a whole, had extensive resources and potentialities no area therein could be considered for national park status. The Council now cites the sentiment of the seven mass meetings as evidence of the soundness of its position.

Had you made inquiry, you would have found that the Planning Council asked the National Park Service for policy statements, which statements were supplied by Superintendent Tomlinson of Mount Rainier National Park and by the Director of the Service. The Council ignored these official statements of policy and used instead its own statement of National Park Service policies, even after the Park Service had notified the Council that the Council's statement was inadequate. The Council included in its report a national forest policy statement which was largely prepared by the Forest Service. Your readers would have been interested in knowing that I authorized the Park Service to state that if the study should result in recommending an area for park status that included important mineralized zones, I would be willing to recommend to the Congress that prospecting and mining be continued. That assurance was given in complete candor. How could it possibly be construed as a threat to mining? Yet, both the Council and your magazine played down my statement, and you informed your readers that this Department's "ambitions threaten to close important areas to prospecting and mining."

You also did your readers a disservice when you further elaborated the Planning Council's fantastic statements about H. R. 9351, a bill to amend the Antiquities Act. That bill contains no new authority for the President; it actually restricts existing authority. If the bill were passed, the reservations that the President would be authorized to establish under it would be less restrictive than the national monuments that he can now establish under the Antiquities Act. If the bill were passed, the President would no longer have authority to establish national monuments, which are closed to mining, closed to water conservation projects, and to

hunting; under the amended act, he would have authority only to establish recreational areas, in which prospecting and mining, water conservation projects, hunting and grazing would be permitted. The purpose of the bill is to permit the recognition and to integrate the development of outstanding recreational resources with the development and use of certain other resources in the same areas. The bill rightly provides no authority for logging in such areas, because the management of timber producing lands is already the responsibility of established Federal agencies.

The authority that the President has to eliminate lands from national forests, and that you view with such alarm in connection with this bill, he has had for forty-three years. He has had, also, authority under the Antiquities Act to remove lands from national forests and to establish them as national monuments since 1906, or for thirty-four years. Those powers of the President exist whether this bill is enacted or not. The real question involved in the bill is a very simple one: do you want recreational reservations set up by Executive Order that are closed to prospecting and mining, water conservation projects, hunting, and grazing, or do you want them open to these activities?

There are undoubtedly areas in the High Cascades that are primarily recreational, and that cannot justifiably be classified as timber producing lands. Even the State Planning Council admits this in a modest statement tucked away on page fourteen of its report, where it says:

"In addition to its national parks, comprising more than 1,140,000 acres, Washington has 1,207,694 acres within the national forests of the Cascade Mountains dedicated by executive order primarily to recreational uses."

The purpose of the study, of course, was to determine how these and similar lands might best be used, but at no time could the Council bring itself to the collection and analysis of facts pertaining to the point because it was so captivated by its symphonic development of the multiple-use theme.

If you had taken the trouble to analyze for your readers the meaning of this term "multiple use," you would have found that it is a meaningless expression. It is definitive of nothing. Its conflicting promises are as subject to question as are the promises of any patent medicine that claims to cure all ills. What conflicts will be resolved by repeating multiple-use platitudes? Any land use may be said to be a multiple use or a single use, depending upon one's point of view, but whether land use is called multiple or single is of no consequence. The main problem in land planning is to determine the most profitable use or combination of uses to which an area may be put. If there is to be profitable management, the area must be devoted to its dominant use or uses, and the extent and kind of subordinate uses must be gauged accordingly.

How best can the great scenic areas of the Cascade Range be used? That is the problem that the Washington State Planning Council had before it when it undertook the Cascade Mountain Study, but its final report throws no light on the question. The broad generalities and fine-sounding assumptions between the report's imposing covers have very little to do with the case. We may as well face the unpleasant fact that the "study"[2] was not a study at all. It was merely a smoke screen to cover a dilatory maneuver. It produced fifty-six pages of nothing new.

Mount Baker, Glacier Peak, Mount Adams, Mount Saint Helens, Mount Hood, and the scenic wilderness areas of the High Cascades are national recreational resources. They cannot profitably be considered as timber producing, or forestry, lands. They should in fact be established as National Recreational Areas, to be administered, like Boulder Dam National Recreational Area, by the one authorized recreational agency of the Federal Government. In

this liberal type of recreational reservation, prospecting and mining, water conservation projects, and grazing should be permitted, and hunting in accordance with State and Federal laws.

For years the scenic resources of the Cascade Mountains have been subordinated under a land management system that did not dare to recognize one resource above another. Establishment of National Recreational Areas will liberate these outstanding resources, to the benefit of both the State and the Nation.

Sincerely yours,

(Signed) HAROLD L. ICKES

[13:OF 177:T:COPY]

1014 *[Enclosure 2]* MILLER FREEMAN, PUBLISHER, *The Mining World,* TO HAROLD L. ICKES

[SEATTLE] *Aug. 20th, 1940*

DEAR MR. SECRETARY: We have your letter of August 7th in which you comment at some length upon the article headed "Conservation— Should it Serve, or Only Save?" in the July issue of *Mining World.*

We shall not reply to, nor resent, the charge of "sectionalism, sensationalism and inaccuracy" which you lay against this journal, but we do resent and resist your castigation of the Washington State Planning Council and the special advisory committee for its Cascade Mountains Study.

You typically attribute roguery to those who have the temerity honestly to disagree with you.

The writer of this letter has served as a member of the Washington State Planning Council from the time of its creation six years ago. It is a non-partisan, non-salaried body, composed of men of high character and intelligence—men far above the petty lack of principle which you imply.

You accuse the Council of having ignored an official statement of National Park Service policy which it requested. I wonder if you know this official statement of policy was received by the State Planning Council in exactly nine days less than six months after it had been formally requested. Moreover, the National Park Service statement omitted any reference to "national recreational areas," an element of its program to which you point in your letter.

For these reasons, the Council and its committee rejected the official statement of policy as inadequate and used its own well considered statement.

People of the West know that National Park Service policies are better expressed by present evidence and the record of historic fact than by statements composed to conform to current expediency.

You point out in your letter that you had given a pledge, hedged by conditions, that you would recommend to Congress that prospecting and mining be permitted in Cascade lands given national park status.

Frankly, the people of the West have no faith in such pledges, whether they be made by

yourself or the National Park Service.

Still fresh in memory is such a pledge, given at the time the Rainier National Park was created, only to be rescinded later by obscure and unheralded legislation.

You quibble about portions of the Cascade Mountains national forests which "cannot justifiably be classed as timber producing lands," and overlook the evident desire of the National Park Service to escheat to itself vast regions which cannot justifiably be classed as possessing the unique characteristics for which national park treatment is desirable.

The Western states prefer that the enormous areas of the public domain within their borders be administered by the Forest Service rather than the National Park Service because the former has shown willingness to permit true public use of the public domain; to permit people to work, as well as play on it; to permit men to earn, as well as spend on it.

You say the term "multiple use" is a "meaningless expression . . . definitive of nothing." Perhaps that is true in Chicagoanese, but to us in the West, as applied to the public lands it means employment of those lands for the benefit of Americans just as fully as is consistent with sound conservation of their resources.

Conservation has been defined as meaning "wise use." We conceive wise use of the public lands to include logging of ripe timber on a sustained basis; prospecting and mining of mineral deposits; grazing in such manner as to preserve the pastures; utilization of water for power and irrigation; enjoyment of their recreational aspects in full measure.

To the West, wise use of the public domain does not mean its dedication solely to recreation, save for those rare portions whose character specially recommends such treatment.

We will stand on the conclusions of the Washington State Planning Council that the Cascade Mountains do not come within this category.

Mr. Ickes, we wonder if since becoming Secretary of the Interior you have read the Parable of the Talents and have considered Christ's view of hoarding, compared with utilization, expressed in this Parable?

You may remember that the "wicked and slothful servant" only saved the talent with which he had been entrusted; but the "good and Faithful servant" employed his talents and increased them—put them to "multiple use," if you will.

It seems to us that this parable applies to public servants and the public domain with singular directness.[1]

Very truly yours,

[MILLER FREEMAN]

[13:OF 177:T]

[1]See *post*, 1020.

1015 SPEECH BY ROOSEVELT AT THE CHICKAMAUGA DAM CELEBRATION, near Chattanooga, Tennessee, September 2, 1940

GOVERNOR COOPER, GOVERNOR RIVERS, MEMBERS OF THE SENATE AND OF

THE HOUSE OF REPRESENTATIVES, CHAIRMAN MORGAN AND MEMBERS OF THE TENNESSEE VALLEY AUTHORITY, AND YOU, THE GOOD PEOPLE OF TENNESSEE AND OF THE OTHER SIX STATES THAT ABUT THIS GREAT VALLEY: I am glad to come here today, especially because I took part in the laying of the cornerstone of this dam some years ago.

But when I first passed this place, after my election but before my inauguration as President, there flowed here, as most of us remember, a vagrant stream, a stream sometimes shallow and useless, sometimes turbulent and in flood, always dark with the soil that it had washed from the eroding hills. This Chickamauga Dam, the sixth in the series of mammoth structures built by the T. V. A. for the people of the United States, is helping to give to all of us human control of the watershed of the Tennessee River in order that it may serve in full the purposes of mankind.

This chain of man-made inland seas may well be named "The Great Lakes of the South." Through them we are celebrating the opening of a new artery of commerce, of new opportunities for recreation—I see all these new power boats right here almost at my feet as I speak—we celebrate the relief from the desolation of floods, we celebrate new low-cost energy which has begun to flow to the homes and farms and industries in seven American states.

This national holiday—September second, Labor Day—has been appropriately selected, because in the miracle that man has wrought, labor has played a vital role. In all of these seven years, in heat and in cold, men have drilled and blasted through solid rock, they poured ton after ton of concrete and they have moved mountains of earth. They have worked with the strength of their hands, and they have operated complicated machinery with every form of modern skill. Never once in these years, never once in this the biggest consolidated construction job ever undertaken directly by the national Government, never has there been a substantial interruption in the continuance of your labors. This Dam, all the dams built in this short space of years, stand as a monument to the productive partnership between management and labor, between citizens of all kinds working together in the public weal. Collective bargaining and efficiency have proceeded hand in hand. It is noteworthy that the splendid new agreement between organized labor and the Tennessee Valley Authority begins with the words "The public interest in an undertaking such as the TVA is paramount . . ."

It is appropriate, therefore, that we recognize this signal achievement on the day, Labor Day, when the whole Nation pays tribute to labor's contribution to the democracy that we are now preparing to defend. To all of you, therefore—all of you who have contributed to make these structures possible throughout this beautiful Valley of the Tennessee—to all of you I extend the Nation's thanks.

The only note of sorrow that can properly be sounded on a great day like this, perfect in its scenery, perfect in the crowd that has come here today, perfect in our weather, but the only note of sorrow that can be properly sounded lies in the misplaced emphasis that so many people have put on the objectives of the Government in building up this great Tennessee Valley project. It was at a press conference that I held at Warm Springs, down in Southwest Georgia, away back in January, 1933, after I had visited the Valley with that splendid fighting American, Senator George Norris of Nebraska—it was way back there, more than seven years ago, that I put his vision and my vision into words. For many years, in different parts of the Nation, I have been interested in what I had called, already in 1933, the problem of better land use, a problem that necessarily had to include existing facts relating to harmful land use.

In the Valley of the Tennessee River, therefore, I had come to consider the fact of devastating

floods that had existed for many generations—floods that washed away houses and roads and factories, floods that took great toll of human life—floods that threatened the very security of Chattanooga itself and of many other communities on this river, on the Ohio River and even down in the lower reaches of the Mississippi.

I had studied the washing away of the wealth, the wealth of soil on the main stem of the river, on its many mountain tributaries, and up in the creeks and the hills in the higher valleys. I had seen water commerce impeded by shoals, by winding variable channels. I had understood the waste of potential hydroelectric energy.

Yes, I had seen forests denuded or burned—but worst of all, I had seen the splendid people living in parts of several states fighting against nature instead of fighting with nature.

Being of a practical turn of mind—some people say I am part Scotch and part Dutch and therefore ought to be—but being of a practical turn of mind I asked for figures relating to losses and figures to show the cost of stopping the losses.

My memory is that the engineers told me that from floods alone the average annual damage in the Tennessee Valley was about $25,000,000 a year; that the top soil carried to the sea by annual floods averaged another loss of $25,000,000 a year; that better farming and better forestry could produce at least $25,000,000 a year more; and, finally, that a saving of $25,000,000 could be made by providing for and insisting on cheaper electric rates and a wider distribution of power. In other words, the complete development of the objectives of the T. V. A. would save or, in other words, gain for the people of the watershed $100,000,000 a year.

And, on the other side of the ledger—the cost side—we would have to figure—I am going back to the figures of seven years ago that have proved pretty accurate—we would have to figure on a total final investment of about $500,000,000, including, of course, the taxes, the amortization of the amount spent through a series of years—and including, incidentally, no watered stock. That total sum of dollars was to be spent on three major benefits. The first related to the control of the water for better navigation, for the building of lakes, for the prevention of erosion, for the development of power. The second objective we had was the building back of soil fertility through research into phosphate fertilizer, the use of nitrate plant life and the diversification of crops, and the reforesting of millions of acres of land. The third objective was to improve the social and the economic life of these citizens and, incidentally, improve it with their cooperation—to plan with them for a greater diversification of human effort, to make a richer farm life, to add new industries to our towns and villages, to give employment, and to bring a larger return in cash every single year, a larger return of cash to the average of our families.

Today you and I are seeing the progress that we have made, the progress that we are still making, and, incidentally, the progress that we propose to continue to make. We have come very far along this particular road. In this Valley, as in the Nation, we do not propose to abandon the goal, the goal that is directly before our eyes, abandon it either by sitting down or by going back.

These fine changes that we see have not come by compulsion—for thousands of farmers and thousands of townspeople have met together in this common effort. They debated it and they discussed it. Participating in the processes of their own Government—State Government, local Government, Federal Government—they have altered the looks of their towns and their counties. They have added fertilizer to the soil. They have improved their industries. No farmer was forced to join this conservation movement. No workman was compelled to labor here under onerous conditions, or for less than a rightful wage. No citizen has lost a single

one of these human liberties that we prize so highly in this democracy. And so that is a demonstration, a demonstration of what a democracy at work can do, of what a people uniting in a war against waste and insecurity can and propose to do.

There were, of course, and there are those who maintain that the development of the enterprise that lies largely in this State, the development of it, they say, is not a proper activity of Government. As for me, I glory in it as one of the great social and economic achievements of the United States.

Today, my friends, we are facing a time of peril unmatched in the history of the nations of all the world. And because we are undertaking the total defense of this Nation of ours, the Tennessee Valley region has assumed, in addition to its own domestic betterment, its share of responsibility for national defense.

Already, and several years ahead of our carefully planned schedule, we are creating new plants which of necessity will use more power. I am glad, indeed, that in spite of partisan opposition, the Congress of the United States has overwhelmingly voted the necessary funds. And that money is now at work.

New defense industries are more safe from attack in this region behind the mountains than if they were located on our more exposed borders. And, therefore, it is good for our safety to develop further and to use the natural resources and the man power of this region. In that development, let us always remember that we must and shall retain the great gains that have been made for human social security in recent years. We propose, indeed, not to retain them alone but to improve and extend them. Most assuredly we are determined neither to repeal them nor weaken them.

We understand too, we understand now what we did not understand back in 1917—in 1918—that the building up of Army and Navy equipment and the training of men to use it ought not to result in a waste of our natural resources, and at the same time ought not to break down the gains of labor or the maintenance of a living wage.

We are seeking the preparedness of America, not against, not against the threat of war or conquest alone, but in order that preparedness be built to assure American peace that rests on the well-being of the American people.

I, therefore, today, on this very happy occasion, dedicate this Dam and these lakes to the benefit of all the people, to the benefit of the prosperity that they have stimulated, the faith that they have justified, the hope that they have inspired, the hearts that they encourage—the total defense of the people of the United States of America.[1]

[RL RECORDINGS:291, 292]

[1]This text is that of the radio broadcast transcription. (The time of the speech was 10 A. M.) Other texts (Speech File) are: (1) a draft prepared by David E. Lilienthal, vice chairman of the board of directors of the Tennessee Valley Authority, dated Aug. 27, 1940; (2) a draft, labeled "First Draft," dated Sept. 2, 1940, embodying in paraphrase part of the Lilienthal draft; (3) the reading copy, signed by Roosevelt; and (4) the stenographic transcript. The broadcast recording contains a number of last-minute changes not caught in the stenographic transcript, and the latter varies considerably in phrasing from the reading copy. The text as printed in Rosenman (ed.), *Public Papers*, IX, 359-364, combines elements of both reading copy and stenographic transcript; with it is a long note on the accomplishments of the Tennessee Valley Authority.

1016 SPEECH BY ROOSEVELT AT THE DEDICATION OF THE GREAT SMOKY MOUNTAINS NATIONAL PARK, Newfound Gap, Tennessee, September 2, 1940

[Excerpt] SECRETARY ICKES, GOVERNOR HOEY, GOVERNOR COOPER AND OUR NEIGHBOR, GOVERNOR MAYBANK OF SOUTH CAROLINA, AND MY FRIENDS FROM ALL THE STATES: I have listened with attention and great interest to the thousands of varieties of plants and trees and fishes and animals that Governor Cooper told us about, but he failed to mention the hundreds of thousands of species of human animals that come to this Park.

Here in the Great Smokies, we have come together to dedicate these mountains, and streams, and forests, the thousands of them, to the service of the millions of American people. We are living under governments that are proving their devotion to National Parks. The Governors of North Carolina and of Tennessee have greatly helped us, and the Secretary of the Interior is so active that he has today ready for dedication a number of other great National Parks—like Kings Canyon in California and the Olympic National Park in the State of Washington, and Isle Royale up in Michigan and, over here, the Great Cavern of Tennessee—and soon, I hope, he'll have another one for us to dedicate, the Big Bend Park way down in Texas, close to the Mexican line.

Yes, around us, around us here, there are trees, trees that stood before our forefathers ever came to this continent; there are brooks that still run as clear as on the day the first pioneer cupped his hand and drank from them. In this Park, we shall conserve these trees, the pine, the red-bud, the dogwood, the azalea, and the rhododendron, we shall conserve the trout and the thrush for the happiness of the American people . . .[1]

In these centuries of American civilization, greatly blessed by the bounties of nature, we succeeded in attaining liberty in Government and liberty of the person. In the process, in the light of past history, we realize now that we committed excesses which we are today seeking to atone for.

We used up, we destroyed much of our natural heritage just because that heritage was so bountiful. We slashed our forests, we used our soils, we encouraged floods, we over-concentrated our wealth, we disregarded our unemployed—all of this so greatly that we were brought rather suddenly to face the fact that unless we gave thought to the lives of our children and grandchildren, they would no longer be able to live and to improve upon our American way of life.

So in these later years, we have tried sincerely and honestly to look ahead to the future years. We are at last definitely engaged in the task of conserving the bounties of nature, thinking in the terms of the whole of nature. We are trying at least to attain employment for all who would work and can work, and to provide a greater assurance of security. throughout life—throughout the life of the family.[2]

[RL RECORDINGS: 289, 290]

[1]Omitted are several paragraphs dealing with the world crisis.

[2]This text is that of the radio transcription. (The time of the speech was 4 P. M.) Other texts are two drafts, the reading copy, and the stenographic transcript, the first three bearing numerous revisions in Roosevelt's hand (Speech File). Roosevelt made a number of departures from his reading copy in delivering the speech; most of them appear in the stenographic transcript. The entire text is printed in Rosenman (ed.), *Public Papers,* IX, 370-375; this follows the stenographic transcript for the most part.

1017 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Sept. 4, 1940*

MEMORANDUM FOR THE PRESIDENT: The House Committee on Irrigation and Reclamation will hold hearings in the near future on H. R. 10122, a bill to amend the Wheeler-Case Act and the Water Facilities Act. In my report to the House Committee, I have recommended enactment of the proposed legislation because, if enacted, it will accomplish two principal objectives, namely:

1. It will make possible the prompt construction of water conservation and utilization projects with investigations, procedures and standards of feasibility substantially like those which have been proved to be practicable on Reclamation projects; and

2. It will concentrate in the Department of the Interior the construction of all irrigation projects or water facilities that are primarily for irrigation and will eliminate overlapping and inconsistent provisions of existing law.

My recollection is that you had the first objective in mind when, on the occasion of your approval of the Wheeler-Case Act, slightly over a year ago, you said, in part: "This bill is better than no bill at all, though it has in it a number of deficiencies . . ."[1] The second objective was the one I believe you had in mind, when you approved the Water Facilities Act, approximately three years ago. At that time, in a memorandum for the then Acting Director of the Budget, you said, in part:

> Reclamation projects should not be undertaken. As I understand it, most of the projects will be for what are described as, "farm ponds." If I am right in this assumption, why should we not set a top limit on the construction of each. The Department of Agriculture should get in touch with PWA and other agencies which have been doing the same work in the past. . . .[2]

With respect to the amendments of the Wheeler-Case Act, the Department of Agriculture has made a number of recommendations to which I readily agree, without conceding their correctness in every respect. I do not agree, however, with the suggestion that the extent, if any, to which the Department of Agriculture might wish to participate in a given project should be the subject of a formal report to you by the Secretary of Agriculture and that you should be required to determine what departments and agencies are to participate in investigations and surveys of proposed projects. I concur with the view of Congressman Case and Senator Wheeler, the authors of this bill, that sound administration requires that, busy as you are, you should not be burdened with such determinations.

The Department of Agriculture would eliminate from the bill proposed by Congressman Case and Senator Wheeler the requirement of clearance through the Department of the Interior of proposed projects involving the storage or utilization of water for the irrigation of more than 500 acres of land, or the surface storage of more than 500 acre-feet of water, or a total cost exceeding $5,000. On the other hand, it has no objection to the amendment which would limit its authority for construction under the Water Facilities Act to projects involving an expenditure of not more than $50,000 of Federal funds, whether appropriated or allotted or both. It seems to me that the restrictions proposed in the bill are designed to assure that the projects constructed by the Department of Agriculture under the Water Facilities Act shall be, as you evidently intended they should be, "farm ponds." A "farm pond" big enough to store more than 500 acre-feet of water or costing up to $50,000 may perhaps deserve to be called a "lake." However, since the Department of Agriculture has agreed to the over-all limitation of $50,000, I think that the question, whether the other restrictions should be eliminated, may safely be left to the Committee.

I shall appreciate it, if you will note hereon whether my views coincide with yours and, if

such is the case, whether I may so advise the Committee.

[HAROLD L. ICKES]

THE WHITE HOUSE, August, 1940.

Approved:

[13:OF 177:CT]

[1]*Ante,* 941.

[2]*Ante,* 686.

[3]An attached memorandum, Roosevelt to the Director of the Budget, Sept. 5, 1940, reads, "For recommendation." No reply has been found in the Roosevelt papers. The bill as approved Oct. 14, 1940 (54 *Stat.* 1119), retained the $50,000-per-project limitation Ickes requested but not the other.

1018 ROOSEVELT TO CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE

WASHINGTON, *September 7, 1940*

MEMORANDUM FOR THE SECRETARY or AGRICULTURE: Please ask the Forest Service for comment on this statement by the Lumber Survey Report. I doubt if there is any "approximate balance of timber growth with timber use at the current rate" within the United States at the present time.[1]

F.D.R.

[13:OF 149:CT]

[1]*Report of the Lumber Survey Committee to the Secretary of Commerce,* Aug. 15, 1940, by Wilson Compton and the other members of the committee, issued by the Commerce Department.

1019 *[Enclosure]* LEON HENDERSON, ADVISORY COMMISSION TO THE COUNCIL OF NATIONAL DEFENSE, TO ROOSEVELT

WASHINGTON, D. C., *September 6, 1940*

MEMORANDUM . . . I told you yesterday that timber growth and timber use were about in balance. My authority was the Lumber Survey Report of August 15, 1940, to the Secretary of Commerce, which reads:

Recent published estimates of the U. S. Forest Service, following extensive study and survey, of the available timber supply in this country shows approximate balance of timber growth with timber use at the current rate. Forest Service estimates show effective timber growth as 9.6 billion cubic feet, including 27.5 billion board feet of saw timber. Better forest fire protection, selective cutting and other gradually improved forest practices, are slowly but constantly improving the balance between timber supply, timber growth and timber use.

[LEON HENDERSON]

[13:OF 149:T]

1020 ROOSEVELT TO MILLER FREEMAN, PUBLISHER, *The Mining World,* Seattle

WASHINGTON, *September 19, 1940*

MY DEAR MR. FREEMAN: I have received your letter of August 22 with several enclosures concerning an article which you published, entitled, "Conservation—Should it Serve—or Only Save?"

Your article is a warning to your readers and "to all mining States" that Secretary Ickes' "ambitions threaten to close important areas to prospecting and mining." Your article also states that if a bill (H. R. 9351) to amend the Antiquities Act is enacted into law "it would be possible for the President of the United States, 'in his discretion,' to transfer virtually any or all of the [national forests in the Western States][1] from National Forest to National Park status, removing them forever from prospecting, mining, or other use of their resources . . ." and that "the states concerned might never know of the contemplated action before it had been taken." Your article presents these warnings as the "findings and conclusions" of an unbiased study recently made by the Washington State Planning Council.

Secretary Ickes pointed out in replying to you that the Council, as a part of its study, held public hearings to pass judgment on a park proposal before the facts had been ascertained; that the Council requested material from the Department of the Interior and then refused to publish it, whereas it published copiously from other sources; and that, during the study, members of the Council spoke at public meetings against park status for any additional area in the Cascades. The Secretary further pointed out that he had given assurances that if important mineralized areas were recommended for park status, he would support appropriate legislative measures to permit the continuation of prospecting and mining, if a national park were established.

In replying to Secretary Ickes, you, as the founder and a charter member of the Washington State Planning Council, state that you ignored his pledges because, you state, the people of the West have no faith in his word, and, moreover, that they prefer that the public lands be administered by some other agency.

Perhaps the Secretary had these actions and expressions of attitude in mind when he called to your attention the fact that the study had not been objective.

The bill to amend the Antiquities Act, if enacted into law, would provide that the public reservations established by the President, under that authority, would be open to public water conservation projects, prospecting and mining, grazing, and hunting in accordance with State and Federal laws. The national monuments now established under the Antiquities Act are closed to such forms of exploitation. The amended Act would apply to those public lands that are primarily and outstandingly of recreational value. The more liberal reservations that would be established under the authority of the new Act would be National Recreational Areas, and not national parks or national monuments.

I fail to see wherein the enactment of this bill would threaten forestry lands. The President has had the authority to remove lands from the national forests since 1897, and there are more national forests today than ever before. From 1933 to 1939 the Forest Reservation Commission, of which Secretary Ickes is a member, has had net appropriations of more than $54,000,000 for the purchase of new national forest lands, or more than twice as much as had been allotted to the Commission in the 22 years of its existence prior to 1933. Since March 4, 1933, 12,540,223 acres of forest land have been approved for purchase by the Commission. From 1933 to 1936 alone, I allotted to the Commission for land acquisition $46,712,150 which has made possible the purchase of more than 11,000,000 acres of forest land.

I believe that my forest conservation record measures up in every respect to the policy that I stated to you in my letter of September 6, 1932.

In view of these facts I can see no reason why the findings and conclusions of the State Planning Council should be in the nature of a public warning against the Secretary of the Interior and against the President of the United States as enemies of sound public land administration.

This Administration has cooperated with and given more encouragement to resource-planning agencies than has ever been given in the history of this country. The Secretary of the Interior was giving such cooperation when he appointed a representative, at your request, to collaborate with you in the Cascade Mountains Study; he was cooperating when he submitted data to you, and when, in fact, he submitted the whole question of the Cascade recreational resources to a joint study. If resource-planning agencies are to retain the confidence that the people have placed in them, they must maintain the standard of objective study that the people have a right to expect.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 177:CT]

[1]Brackets in original.

[2]Drafted by Ickes.

1021 IRA N. GABRIELSON, DIRECTOR, FISH AND WILDLIFE SERVICE, TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *September 25, 1940*

MEMORANDUM FOR THE SECRETARY: Pursuant to my recent conversation with you, in regard to the need for additional land purchases to round out the national wildlife refuge system, I wish to take this opportunity to set forth in more detail the Service's appropriation needs for refuge purposes.

The Fish and Wildlife Service is responsible for the administration of 263 refuges, involving 13,635,365 acres of land. The refuges are divided roughly into two classes, namely, those for big game animals and those primarily for migratory waterfowl, although all refuges are for the benefit of wildlife generally. The refuge program has expanded from 104 refuges consisting of 6,085,542 acres in 1934 to the present 263 refuges involving 13,635,365 acres at the end of the fiscal year 1940. This timely expansion was made possible primarily through the allotment of emergency funds to the Biological Survey by the Resettlement Administration for the purchase of submarginal lands, and through a special appropriation of $1,000,000 for the purchase of refuge lands.

The Biological Survey was further fortunate in receiving funds and labor from the Works Progress Administration and the Civilian Conservation Corps for the development of the newly-acquired refuge lands, to make them suitable for the purpose for which they were intended, and to place them under administration. The increased acreage under administration has so increased the refuge maintenance requirements that the monies regularly appropriated for this purpose are insufficient to carry the load. It has, therefore, been necessary to

supplement the refuge maintenance allotment by an increasing amount each year from the monies received through the sale of duck stamps. The duck stamp funds are the only monies now available to the Fish and Wildlife Service for the purchase of lands for the rounding out of the national wildlife refuge system for migratory waterfowl. The original purchase plan called for the acquisition of breeding areas in the northern part of the United States, the purchase of strategic feeding and resting grounds along each of the major flyways, and the acquisition of major concentration areas on the waterfowl wintering grounds in the southern part of the United States.

That part of the program calling for acquisition of the more important breeding grounds within the United States is well advanced. There are still many blanks to be filled in along the Atlantic and Pacific fly-ways, and several major wintering areas remain to be acquired before a thoroughly effective refuge system for migratory waterfowl will be complete, and our treaty obligations with Canada and Mexico, for the protection of migratory birds, will have been consummated. In addition to the new flyway and wintering area refuges remaining to be acquired, extensive purchases must be made to consolidate holdings within existing refuges to facilitate development and administration. Unless the adverse *[sic]* lands within existing refuges are acquired the cost of administration is greatly increased, and development for the maximum use of wildlife is often definitely limited. Because of the ever increasing amount of duck stamp monies required to supplement maintenance appropriations, the amount of money available for land purchase has reached a point where the national refuge plan for migratory waterfowl cannot be effectively and economically prosecuted.

In order to effectively carry on the land purchase program for migratory waterfowl, our budget estimates for 1942 include an increase of $625,000 for the maintenance and development of bird refuges, under Project 4. This increase is based on the amount of money that would otherwise have to be used from the 1942 duck stamp money for maintenance and development of existing refuges. It is proposed to use practically the entire duck stamp appropriation, exclusive of the 10% authorized by law for administration and enforcement, for the purchase of land to round out existing refuge holdings and to fill in the remaining gaps in the national refuge system.

None of the current appropriations for the Fish and Wildlife Service are available for the acquisition of additional big game refuge lands. At the present time the Service is administering 13 such refuges, totalling 6,595,997 acres. Within the exterior boundaries of most of these refuges are large acreages of adverse lands. These private holdings complicate and greatly increase the cost of administration of the refuges. In some instances the lands are required for the proper development of water for the animals. The concentrations of game on the big game refuges overflow onto the private lands, and often seriously reduce the carrying capacity of the range for livestock. In many instances the private landowners are anxious to sell their lands to the Government, and considerable Congressional pressure is often brought to bear, in an effort to have the Service relieve the private operators of lands within refuge boundaries which are adversely affected by concentrations of big game. It is hoped that this situation may be corrected through the annual appropriations of $125,000 for the purchase of the more urgently needed big game lands as opportunities may present themselves. This item is being included in the 1942 budget estimate.

(Sgd) IRA N. GABRIELSON

[13:OF 6—CC:T:COPY]

1022 PAUL H. APPLEBY, ACTING SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *September 28, 1940*

DEAR MR. PRESIDENT: The statement by the Lumber Survey Committee referred to in your memorandum of September 7, according to the Forest Service, does not present a complete picture of the forest growth-drain relationship.

There is in this country according to estimates by the Forest Service, an *effective* annual timber growth—growth that may reasonably be expected sometime to become available for cutting—of 9.6 billion cubic feet of which 27.5 billion board feet represents saw timber. There is, in addition, an ineffective growth—timber not accessible for cutting and in trees too poor to use—of 1.7 billion cubic feet which for all practical purposes may be disregarded so far as the growth-drain relationship is concerned.

The estimated total drain in 1936, which is considered to have been a year of subnormal consumption, was 13.5 billion cubic feet, including 47.8 board feet[1] of saw timber. Of this drain, 70 percent was in trees of saw-timber size and 30 percent was in trees of cordwood size.

Moreover, of this total drain, 11.4 billion cubic feet (42.4 billion board feet) was cut for use for all purposes and the balance was non-salvaged timber destroyed by fires, wind, disease, and insects. Saw-timber drain, it should be noted, includes not only trees of saw-timber size cut for lumber, but also saw-timber size trees cut for purposes other than lumber (poles, piling, crossties, veneer, pulpwood, etc.), and those destroyed by fire, disease, etc. Lumber alone accounts for only one-half of the timber consumed in the United States.

The situation is actually more critical than the foregoing figures indicate, because:

(1) The drain is unevenly distributed with reference to the growth so that the rate of timber depletion in some localities is much more rapid than for the United States as a whole. In these localities the timber resource upon which nearby communities are dependent is rapidly being depleted.

(2) More than one-third of the saw timber is economically unavailable because of inaccessibility, poor quality, or inferiority of species. Moreover, a large portion of the effective growth consists of relatively inferior species and small sized and generally low grade material, while the cut is in the accessible areas and comes largely from better grade old growth timber which is being cut much more rapidly than it is being replaced by new growth.

(3) The forest growing stock—stand of immature timber—has been reduced far below the quantity required to support permanently a rate of drain even as large as that of 1936. Forest Service estimates indicate that the growing stock in the East must be increased 40 to 50 per cent in terms of board feet, and even more in terms of cubic feet in order to maintain this rate of drain. To accomplish this it will be necessary to cut considerably less than the current growth for many years to come. In the West taken as a whole, the growing stock generally, has not been so seriously depleted, but in certain localities, as for example, in western Washington, the situation is critical.

(4) Finally, we should not be satisfied with the rate of consumption in 1936. Domestic use of wood has been considerably greater in the past and should be again, provided it is available in suitable qualities and at reasonable cost. One important potential increase in wood use of the immediate future is to relieve the existing housing shortage and repair and modernize or replace homes for millions of people who now live under incredibly unsatisfactory conditions. Other potential construction requirements and the steady increase in pulp

production and other forms of wood products are additional indications of a growing need for timber. The Forest Service visualizes a domestic consumption within the next few decades, considering existing uses only, of possibly 15.6 billion cubic feet, of which 51 billion board feet would be saw timber. Considering also probable new uses, inevitable losses from natural causes, exports to the extent that other countries are able and willing to buy, and a reasonable safety factor, it is estimated that a growth of 21.4 billion cubic feet, including 68 billion board feet of saw timber, would be a reasonable basis for a sound national program of forestry.

In a nutshell, the growth-drain relationship in our forests is this: In a time of subnormal use, and when forestry efforts of the country are making a larger contribution than they ever have before, we are cutting or destroying our second growth forests about as fast as they grow, and are steadily reducing the volume of old growth forests in which the major part of our current saw timber drain is taking place.

Very sincerely yours,

PAUL H. APPLEBY

[13:OF 149:TS]

[1]"Billion board feet" is meant.

1023 ROOSEVELT TO GOVERNOR JOHN MOSES, Bismarck, North Dakota

[WASHINGTON] *November 1, 1940*

DEAR GOVERNOR MOSES: I want to thank you for your kind commendations of the general agricultural policies of my Administration and your particular references to the Prairie States Forestry Project carried on by the Forest Service of the Department of Agriculture.[1]

We, too, have been pleased with the success farmers have had, with the help of the Forest Service and the Work Projects Administration, in establishing shelterbelt plantings and with the interest people in the Plains have shown in properly caring for them. We hope this work can be continued.

As you undoubtedly know, the project is now financed entirely with emergency funds. Congress has not provided funds specifically to carry on the work. The Work Projects Administration has supported the project generously, making special provisions from year to year to carry it on.

The Department of Agriculture now is studying methods of further stabilizing the Prairie States Forestry Project within the framework of the general land use policy for the Plains area. I hope these studies will result in placing the project on a firmer footing.

I feel, as you do, that we have made a good start toward working out a solution to the problem of stabilizing agriculture in the Plains area, yet there is still much that remains to be done—much that can be done only through close cooperation among local, State and Federal government agencies.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 149:CT]

[1]In a letter of Oct. 1, 1940 (OF 149), Moses said that he was convinced that the Shelterbelt project offered important benefits to the farmers of his state and that he hoped that the work would be continued.

1024 CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *November 4, 1940*

DEAR MR. PRESIDENT: Shortly before Henry Wallace resigned you spoke to him about the possibility of developing the pattern of the Shelterbelt planting more along the lines of your original suggestion. Since then, at his request, I have been conducting some detailed inquiries, and I am now ready to report.

I think I understand and share your wish to have a pattern that will give very vivid effect to the planting—make entrance into the Shelterbelt a clear and sharp contrast, create an extensive national monument of trees in a treeless country. I shall first report, therefore, what has been done, and give the reasons why. Then I shall make a few suggestions.

The larger of the two attached maps prepared by the Forest Service shows the extent to which shelterbelts have been concentrated to date.[1] Planting has been carried on in some 200 counties in the six project states. However, almost 65% or 9,000 miles of the 14,146 miles planted is concentrated in 52 of these counties comprising 30% of the project area. The small map illustrates the pattern of shelterbelts already planted in Davison County, South Dakota, as well as the potential primary and intermediate belts and is representative of the concentration areas as a whole.

Study of the maps will show the factors that detract from the full monumental effect you originally had in mind. Plantings vary in intensity so that the traveler comes slowly—not suddenly—to realize that he is in the Belt. The contrast is not, at most of the border points, as marked as you had hoped. The rows of trees, insofar as they are complete, largely run parallel rather than at right angles to the roads, because the major highways are east-west roads.

Yet the plan of shelterbelt planting as actually being developed has already made a monumental showing which will be even greater as additional areas are planted and as the trees become larger. It is safe to say that a very large majority of the people of the prairie region has accepted the program and are intensely interested in its development. During the past summer several forestry field day picnics were held the largest of these being at Neligh, Nebraska, on June 16, when twelve to fifteen thousand people turned out and viewed the results of the shelterbelt planting in that locality. This is perhaps the largest gathering that has ever attended a function of this type anywhere in the United States.

Many excellent concentration areas are being developed, and a continuously greater degree of concentration will be obtained each year that the project continues as new belts are added in the present concentration areas. It is planned that from 1/2 to 2/3 of next spring's planting, estimated at about 3,000 miles, will be concentrated in the same counties in which planting to date has largely been confined. Greater concentration is being hindered by the following two principal reasons:

1. With the operation of the project under W. P. A. regulations the question of available relief labor becomes serious. In many instances, particularly in the northern states, all local labor of this type available to the project is being used, and it has been found impracticable to transport labor long distances. This makes it necessary to operate in many scattered localities.

2. In the southern states, the percentage of transient tenant farmers is high. It is therefore difficult to obtain a greater degree of essential cooperation on the part of landowners than is now being received. This is also true in the northern states but to a lesser extent. This transient tenancy problem will no doubt be an important factor in limiting the degree of concentration that can ultimately be obtained, although the establishment of shelterbelts is doubtless helping to stabilize occupancy.

The original plan for arrangement of shelterbelts contemplated continuous belts one or more miles apart, running north and south from the Canadian boundary into the northern portion of Texas. After the initiation of the project, investigations revealed that for the most part the prevailing and most destructive winds were from the northerly and southerly directions. Therefore, as a general rule, it seemed that better protection from winter storms as well as from the hot dry summer winds could be obtained by east and west belts, supplemented by north and south belts. The investigative findings on wind directions were supported by experience statements from farmers. If due to the local terrain or other factors, the evidence on the ground indicated that the greatest protection could be realized by north and south orientation, the belts were so oriented.

Each farm is considered as a unit and the shelterbelts are located where they will best serve the farmer and at the same time tie in with a systematic community plan of development. Unbroken belts of great length have not proved practicable due to the occurrence of large areas of soils on which successful planting is not feasible.

To capitalize fully on what has been done, and yet to move as far as possible toward the effect you originally had in mind, I have a suggested program to offer:

(1) To continue to concentrate in the counties of present concentration until these are fully planted but to give priority within these counties to finishing all the straight planting lines that parallel and adjoin Federal highways or main passenger railway lines. In other words, to place major emphasis on the planting of east-west strips of trees along Federal highways and main railway lines, until all those strips which can be planted are completed in the counties of present concentration.

(2) Then to extend the same treatment in other counties in the Belt area—that is, in the counties where planting has been less concentrated, to place major emphasis again on planting along Federal highways and main railway lines in these counties until these straight strips are likewise completed. In carrying on this part of the program, priority should be given first to counties that will fill in the gaps from north to south between the present counties of intensive planting, so that as early as possible there will be an unbroken north-south line, at least one county wide, of intensively planted counties.

(3) When the above program is completed, planting should continue in the intensively planted counties to fill in all straight lines of planting more distant from the highways and railways, and finally

(4) The same completion of the program in counties in which planting is not now concentrated.

To do what is involved in items (1) and (2), which would give maximum monumental effect with least planting, would involve 21,000 miles of additional planting, 227,000,000 trees, and $14,000,000. This includes planting along some 2,500 miles of highways and railways and means stepping up this phase of the program to five times the present rate of accomplishment. It contemplates doing the roadside planting as part of the general program unless the cost per mile is to be very greatly increased.

In the light of the experience to date, I wonder whether the plan of shelterbelt planting as described satisfactorily meets what you had in mind.

Respectfully,

CLAUDE R. WICKARD

[13:OF 149:TS]

[1]One map is present, "Shelterbelt Planting Area. Prairie States Forestry Project." It is dated 1940.

1025 ROOSEVELT TO WILLIAM PLOG, SUPERINTENDENT, ROOSEVELT HYDE PARK ESTATE

WASHINGTON, *November 25, 1940*

MEMORANDUM FOR MR. PLOG: Please put out those chestnuts north of the farm lane next to the woods directly north of the wood-pile and put a little wire fence around them to keep the cows and the deer out.[1]

F.D.R.

FDR/TMB

[13:PPF 7102:CT]

[1]The chestnut seedlings, gift of Dr. Herman Baruch (brother of Bernard), were planted as directed, in the woods east of the Post Road, but did not survive.

1026 ROOSEVELT TO GOVERNOR W. LEE O'DANIEL, Austin, Texas

U. S. S. "TUSCALOOSA," AT SEA, *December 11, 1940*[1]

MY DEAR GOVERNOR O'DANIEL: Your letter outlining your program of planning for the development of Texas resources is deeply appreciated.[2] We need the cooperation of your State in our national efforts to plan for the best use of all our resources in building better communities and a more prosperous nation.

As you know, the National Resources Planning Board carries on this task nationally in my own Executive Office. I am glad to observe that you are creating a similar organization in your Executive Department. I am sure that you will find such a body extremely useful to you in your daily task of dealing with all the problems of the development of your State—the use of its land and water, its mineral and fuel resources, its agriculture and industry, the education of its youth, the transportation of its commodities, and the problems of the health, recreation and welfare of its people. Your State resources agency can be the center where the work on these special problems throughout the State, in the universities, private and business organizations and government agencies, is brought together and related for you in terms of its long-range significance.

I have found that a legislative charter outlining in broad terms the work of this new type of governmental agency is important in getting adequate appropriations for it. Our Federal experience with names for such an agency is also significant. I tried my own hand at it and

suggested *National Resources* to include human, economic, and scientific resources as well as natural resources. The word "planning" was dropped from the name in 1934, but has since come back in—it is a much misunderstood word but still the best available.

The National Resources Planning Board and its regional office in Dallas stand ready to help you in this work in any way that we can. With the assistance of your agency, our State and national programs for the best use of our resources will go forward in close cooperation.[3]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] Copy of reply sent to Hon. F. A. Delano 12/13/40 hm

[13:OF 1092:CT]

[1]On December 4 Roosevelt boarded the cruiser U. S. S. *Tuscaloosa* at Miami for an inspection of American naval bases on British owned islands in the Caribbean. He returned to Washington on December 15.

[2]Nov. 26, 1940 (OF 1092), describing the natural resources planning agency established in the executive department of the state government and offering its cooperation with the National Resources Planning Board.

[3]Drafted by the National Resources Planning Board.

1027 ROOSEVELT TO REPRESENTATIVE A. WILLIS ROBERTSON OF VIRGINIA, CHAIRMAN, HOUSE SELECT COMMITTEE ON CONSERVATION OF WILDLIFE RESOURCES

WASHINGTON, D. C., *December 16, 1940*

MY DEAR MR. ROBERTSON: I am grateful to you for your letter of November 29 with which you sent me a copy of the Committee hearings for 1939 and 1940.[1] It is with great satisfaction that I note the rapid strides made in the field of wildlife conservation during the past two years. Being an outdoor enthusiast myself, I am well aware of the importance of conserving this valuable natural resource. Particularly in times of stress, such as these, relaxation in the out of doors is an important asset to the morale of the Nation. I take this opportunity, also, to congratulate your Committee on the splendid work it is doing for wildlife conservation. I look forward to receiving your next report and trust that the achievements in the next few years will be as significant as they have been during the last decade.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] Copy of reply sent to Interior 12/17/40 hm

[13:OF 378:CT]

[1]*Hearings,* House Select Committee on Conservation of Wildlife Resources, 76th Cong., 1st sess. 1939 (Washington, 1939); *Hearings* . . ., 76th Cong., 3d sess., 1940 (Washington, 1940). In his covering letter (OF 378), Robertson said: "It is generally agreed that under your leadership more progress in the conservation field, and especially that of wildlife conservation, has been made during the past seven years than in any similar period of the Nation's history."

[2]Drafted by the Interior Department.

1028 ROOSEVELT TO FAIRFIELD OSBORN, PRESIDENT, NEW YORK ZOOLOGICAL SOCIETY, New York City

WASHINGTON, *December 26, 1940*

MY DEAR MR. OSBORN: I have received your letter of December 12, quoting the resolution of December 10 of the New York Zoological Society, in which it is requested that I designate a special board to consider defense plans relating to the continued conservation of wild animal life and other natural resources.[1]

The respective Federal Departments charged with responsibilities for the conservation of our natural resources are currently informed of the military needs affecting those resources under the national defense program. I am glad to have your suggestion. However, I do not believe that the Departments are in need at this time of coordination by a special board, as they are fully aware of the vital need to protect the natural resources against all ill-considered action. I am glad to inform you that there is no authority to permit the cutting of timber on Government-owned lands within the Olympic National Park.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: STAMPED] (sgd) Burlew

[13:OF 378:CT]

[1]OF 378.

[2]Drafted by the Interior Department.

1029 ROOSEVELT TO SENATOR GEORGE W. NORRIS OF NEBRASKA

[WASHINGTON] *January 3, 1941*

DEAR GEORGE: I had hoped to talk to Secretary Wickard and Secretary Ickes before replying to your letter of December 13.[1] The rush of other business has prevented me from doing so and now Secretary Ickes is out of town.

Agriculture and Interior deal with many problems that cut across department lines. Grazing, reclamation, conservation, rehabilitation, forestation, and other needs of western people require the services of numerous agencies in the two Departments. As soon as I can, I wish to explore ways in which all these services might best be coordinated.

I assure you, Senator, that I appreciate your writing me frankly as you did.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF I—C:CT]

[1]Norris wrote in opposition to transfer of the Forest Service to the Interior Department. He said that the sentiment of the country, especially in the West, was against such a transfer, and since it would be of no benefit, he could see no reason why the President should take such a step.

[2]Norris' letter was sent to Ickes and Wickard for preparation of reply; the reply here printed was drafted by Wickard after he had talked with Ickes (Wickard to Watson, Dec. 31, 1940, OF I—C).

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GSA U.S. General Services Administration

Franklin D. Roosevelt and Conservation

Volume Two

VOLUME TWO: 1937-1945

Part IV
The Third Term
1941-1945

1030 PRESS CONFERENCE, Executive Offices of the White House, February 4, 1941, 4:20 P. M.

[Excerpt] Q: Any change in Bonneville Power status? I understand when that agency was set up it was independent; then it was put under the Secretary of the Interior; and I heard on the Pacific Coast the other day that the War Department would take it over. Is there any truth in that?

The President: No, certainly not in that. I will tell you what may have given rise to it. It had nothing to do with the War Department—merely development of the whole idea. That started six or seven years ago. If the TVA worked out as a watershed development for the benefit of the people who lived in the watershed—mind you, this has nothing to do with any one specific thing, because it covers so many things; it is not just power or navigation or irrigation or flood control or planting trees or building check dams, but it relates to the general welfare of the people who live in that district, with all those component things that go with human life; and the general feeling back there was that if it worked we might extend the idea of the economic and social development of an entire watershed in other places. And at that time—it's awfully old stuff, but it has come to a head again, and we talked it over; and I think if you will go back in the old Press Conference Reports you will find that somewhere back there I suggested that if it worked in one place, we could try to work it out in other watersheds.[1]

We didn't want to undertake too large an area, and at that time we rather thought that the Arkansas Watershed was a proper and logical one to try, because the Arkansas River runs all the way from the Mississippi clear back to the middle of the State of Colorado, up through past Pueblo, where they had those bad floods, and away on back through the Royal Gorge; and from Colorado it runs down through the Arkansas area at the eastern slope of the Rockies and flows out to the dust bowl area of eastern Colorado and over into Kansas; and from Kansas over into Oklahoma, and then on down to lower Arkansas, in the south end of the State of Arkansas; so that you have all kinds of problems, not just one but eight or ten entirely separate problems in that one watershed, where they grow all kinds of produce from cotton to cattle.

Away back—I guess it was '34—we talked about the Arkansas Valley as being a proper one to take up this general idea in, and then because we went ahead on certain public works out in the Northwest they got the idea we would extend the plan to the Northwest. We talked about a Columbia River Watershed plan because it was relatively a small area. That would

include the watershed that runs into Puget Sound.

Both of those projects are being discussed on the Hill at the present time—the idea of setting up some sort of authority to cover each of those places, but certainly not to put any one thing under the War Department, because that would be just power. This goes much further than power.

[13: PRESIDENT'S PRESS CONFERENCES: T]

[1]Cf. *ante*, 587.

1031 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

[WASHINGTON] *Feb. 7, 1941*

MEMORANDUM FOR THE PRESIDENT: The Bureau of the Budget soon will be obliged to review various bills to create regional development authorities. Major legislative proposals of this character are the following:

1. The Columbia River Power Administration bill has been reintroduced by Representatives Hill and Smith, but it is being revised by the Interior Department in the light of comments from other Federal agencies.[1]

2. The Arkansas Valley Authority bill has been introduced by Representative Ellis and Senator Miller.

3. Central Valley of California Authority bills are reported to be under preparation both by Mr. Lilienthal and by the Interior Department working separately.

The Federal Power Commission, Department of Agriculture, Treasury Department, and other interested Federal agencies, are being or will be called upon for reports to Congress on these bills.

Basic changes in government organization, and in Federal fiscal and planning policy, are involved in the proposed bills. Whatever action may be taken with respect to these three drainage areas is likely to become a pattern for similar proposals in other drainage areas.

I assume that you would like to develop a unified administration policy toward these proposals without committing yourself at this time as to the details of regional authority duties and organization. If this is correct, would you consider it in order for the Bureau of the Budget and the National Resources Planning Board to take the lead in bringing together the views of the agencies named above, in analyzing the various proposals, and in referring to you the major issues of policy? The agencies would not, of course, be advised as to the relationship of their proposals to your program until after you had reviewed a report on the issues involved.

[HAROLD D. SMITH]

[13:OF 402:CT]

[1]Although consideration of power resources as such is outside the scope of these volumes, this and certain similar letters have been included because they show Roosevelt's ideas on the regional concept of resource conservation.

1032 ROOSEVELT TO HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *February 11, 1941*

MEMORANDUM FOR THE DIRECTOR OF THE BUDGET: Yes.[1] I wish Budget and National Resources would reconcile these various regional authorities.

I sent the Columbia River bill to Fred Delano today.

F.D.R.

[13:OF 402:CT]

[1]This is in reply to the preceding letter.

1033 ROOSEVELT TO ANTHONY J. DIMOND, DELEGATE FROM ALASKA

[WASHINGTON] *February 20, 1941*

MY DEAR MR. DIMOND: I have received your letter of February 6, informing me that a proposal to add Admiralty Island, Alaska, to the Glacier Bay National Monument may soon be presented for my consideration.[1]

Interest in Admiralty Island has broadened during recent years because early attention was directed primarily to the potential commercial importance of its timber, and it became necessary to identify the other resources of the island with equal clarity in order to insure their appropriate conservation together with that of the timber. With its extraordinary concentration of bear species, and its other scientific and scenic interests, Admiralty Island is considered a particularly significant area both scientifically and recreationally.

As Alaska's development gains momentum, and as sound forestry practices are more widely accepted throughout our country, it is possible that the other values of Admiralty Island may exceed its timber value. I state that not as a prediction but as a possibility. In view of such a possibility, I believe that we should approach Alaska's problems with an open mind, attempting to do only that which will be best for Alaska's development.

I appreciate having the information contained in your letter.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 928:CT]

[1]Dimond objected to this proposal for a variety of reasons: Admiralty Island was sixty miles distant from the nearest boundary of Glacier Bay National Monument, the Indians of the island would be unable to pursue their traditional occupations of hunting and fishing, prospecting and hunting would be barred, and timber would not be available for the future Alaskan pulpwood industry (OF 928).

[2]Drafted by the Interior Department.

1034 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *February 21, 1941*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I have read with interest Director Gabrielson's memorandum to you of February seventh.[1] I wholly approve the thought that ?Wildlife should be conserved during the present period of stress, but I do not think any separate organization need be set up at this time toward this end.

I think that for the present the Fish & Wildlife Service should detail a representative to act as liaison officer with the War Department, the Navy Department and the Office for Production Management. It should be the duty of this representative to keep informed from day to day as to any plans for or operation of camps or other military or naval services, together with the operation of any plants, factories, etc., which would seem to be damaging to fish or wildlife.

In case such conditions are found by this liaison officer, the Director of the Fish and Wildlife Service should report to you as Secretary of the Interior and you should take it up with the offending agency.

F.D.R.

[13:OF 6—CC:CT]

[1]Gabrielson referred to the services in World War I of biologists of the Bureau of Biological Survey in controlling rodents in service camps and elsewhere (OF 6—CC). He suggested that the Fish and Wildlife Service be placed in a position "to recommend courses of action in the use of lands on which wildlife is important," and thus guard against damage to wildlife.

1035 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *April 4, 1941*

MY DEAR MR. PRESIDENT: Mr. Ward Shepard may have sent you a copy of this memorandum, but on the chance that he has not done so, I am sending you the enclosed.

Sincerely yours,

HAROLD L. ICKES

[13:OF 149:TS]

1036 *[Enclosure]* WARD SHEPARD, PRINCIPAL PLANNING SPECIALIST, INDIAN FIELD SERVICE, TO HAROLD L. ICKES

WASHINGTON, *Mar. 27, 1941*

(Through Commissioner Collier)

MEMORANDUM FOR THE SECRETARY: The Congressional Joint Committee on Forestry has just sent its final report to the printer.[1] Unfortunately no copies are obtainable. This report, though containing some good recommendations, is as a whole a weak compromise between sharply conflicting views within the Committee. It is so far short of what ought to be expected of this Administration that I bring the matter to your attention in

the hope that you may, if you think proper, inform the President.

I mention only two main points, as all the other recommendations, except a forest leasing plan, are of subordinate importance.

1. The Committee fails to make an effective proposal on the all-important subject of public regulation of private forests. It recommends that the States adopt *minimum* regulations, and that if they fail to do so within five years, the Secretary of Agriculture *may* withdraw funds for fire protection and other forestry cooperation. As that Department has spent years in trying to spur the States to cooperate with it, that threat is pretty innocuous. This proposal closely fits the strategy of the lumbermen in opposing effective Federal intervention against forest devastation, for they can hamstring effective State legislation. Moreover, "minimum" regulations mean seed-tree logging instead of selective cutting; and as I emphasized to you and to the President last spring, selective cutting is the only possible economic basis for private forestry.

2. The Committee's recommendation on public forest purchase is woefully weak. It merely recommends some increase in present appropriations, which means that forest purchase, proceeding at a snail's pace, can make little contribution to saving our remaining forest capital.

Following my exposition last spring to you, the President, Senator Bankhead, and Secretary Wallace, of the confusion and weakness of the Forest Service recommendations to the Joint Committee, the Department of Agriculture emerged from its lethargy and drafted two important bills, which embrace the most important basic principles I urged:

(1) Federal cooperation with States in drafting and enforcing forest regulatory laws, with the alternative of direct Federal regulation if the States fail to cooperate or prefer Federal regulation.

(2) Selective cutting instead of seed-tree logging as the basis of regulation.

(3) A large public forest purchase program of well-stocked instead of devastated forests, through credit instead of annual appropriations, with a sinking fund from National Forest receipts.

These bills (H. R. 3850 and H. R. 3793, copies enclosed) should, in the public interest, supplant the Committee's recommendations on regulation and acquisition.[2] It is unfortunate the Committee did not consult the responsible Department heads before it submitted its report. But there is a far more important reason justifying renewed Executive leadership. The President has asked Congress to authorize the National Resources Board to formulate a post-war program of public works employment, with emphasis on natural resources. Adequate forest regulatory, leasing, and acquisition legislation, if adopted *now*, would give time to create a great framework for a rural works program that could absorb hundreds of thousands of men in constructive, publicly profitable work. We ought to take advantage of the gigantic creative energy that will be released by the defense effort to formulate an over-all program of natural resource reconstruction worthy of our national powers.

WARD SHEPARD

P.S. Since writing the above, I have obtained the enclosed excerpt of Recommendations from the Committee's report.[3]

[13:OF 149:TS]

[1]*Forest Lands of the United States. Report of the Joint Committee on Forestry . . . to Study and Make Investigation of the Present and Prospective Situation with Respect to the Forest Land of the United States* . . . 77th Cong., 1st sess., S. Doc. 32 (Washington, 1941); hereinafter cited as *Forest Lands of the United States.*

[2]H. R. 3793 was introduced by Hook (Mich.) on March 4, 1941, H. R. 3850 by Pierce (Ore.) on March 6, 1941. Neither was reported *(Cong. Rec.,* 77th Cong., 1st sess., 87:2, 1784, 1945). See Ickes to Roosevelt, March 2, 1942, *post,* 1078.

[3]Not present. The joint committee report was sent by Roosevelt to Wickard with a note of April 7, 1941 (OF 149), "Please check on this report and let me have your views."

1037 CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *April 5, 1941*

DEAR MR. PRESIDENT: In April 1937 Mr. Fechner informed Interior and Agriculture that you felt too much CCC effort had gone into recreational developments—with special reference to State Parks—and that more reforestation, erosion control and reclamation work should be done.

At that time there were 2,000 camps—20-3/4% being on park areas, 46-1/2% on forestry, 23-1/2% on erosion control and farm drainage and 4% on reclamation and grazing work. As camps are allocated today 19% are on national, state, county and municipal park areas, 40% on forestry, 26% on erosion control and farm drainage and 10% on reclamation and grazing work.

The CCC program now faces reduction from 1,500 to 1,365 camps on July 1 to meet indicated Budget requirements. In addition we are transferring camps to military defense and Case-Wheeler work. This calls for shutting down between 120 and 160 of Agriculture's forestry and erosion control camps (before their work is completed in many instances) and leaves fewer camps thereafter for types of work on which in 1937 you felt greater emphasis should be placed.

Naturally, I do not wish to open this question direct with the Federal Security Agency, the Department of the Interior, or any other agency. This would only be embarrassing to me and would accomplish nothing. So, because of the situation now existing, I am merely calling the matter to your attention for such action as you think appropriate.[1]

Respectfully,

CLAUDE R. WICKARD

[13:OF 268:TS]

[1]Answered *post,* 1041.

1038 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

MEMORANDUM FOR THE PRESIDENT: I am in receipt of a letter from Chairman Fulmer of the House Committee on Agriculture under date of March 28, 1941, requesting early and favorable clearance of a report by Agriculture on his bill, H. R. 969: "To authorize the Secretary of Agriculture to enter into cooperative agreements or leases with farmers and

the owners of forest lands in order to provide for their management in accordance with proper forestry practices, and for other purposes."

Chairman Fulmer enclosed with his letter a copy of a letter written by you on December 12, 1938 to Mr. Monson Morris at Aiken, South Carolina . . .[1]

The Joint Committee on Forestry, appointed pursuant to your special message to Congress of March 14, 1938, and of which Representative Fulmer was Vice Chairman, submitted its report on March 24, 1941,[2] and there is included in its recommendations a proposal for legislation to provide for leases and cooperative agreements with private forest land owners, communities, institutions and States. The Committee sets forth the following principles on which to base such a program:

(a) Entering into a lease or a cooperative agreement on a voluntary basis.

(b) Retention of title by the owner. Owners would pay the taxes, but in case of lease would receive a nominal annual rental not to exceed the average annual tax for the 5 years preceding the lease. In the ease of cooperative agreement, the owner would have the privilege of handling the rehabilitation work himself with Federal financial cooperation.

(c) The Federal Government should be reimbursed for its costs from the use of the land and sale of its products on a 50-50 basis for properties of less than 500 acres, and on a 100 percent basis above 500 acres.

(d) The administration should be done under the States in cooperation with and the approval of the Secretary of Agriculture.

(e) The President should be authorized to allocate to the Secretary of Agriculture such sums from relief, public works, or similar appropriations as may be needed, in addition to regular appropriations to effectuate the plan.

In the 76th Congress, Mr. Fulmer introduced H. R. 7271 and Senators Walsh, Byrnes, Brown and La Follette S. 2927, which were substantially the same as Mr. Fulmer's H. R. 969, now under consideration. On the basis of the earlier bills the proposals were thoroughly studied by this office, and I advised the Secretary of Agriculture under date of December 29, 1939 that "the enactment of this legislation would not be in accord with the program of the President."[3]

The Secretary's proposed report on H. R. 969 was received here March 27, 1941 and, upon determination that the new bill presents no new major features, I again advised the Secretary, on April 1, that its enactment would not be in accord with your program.

While at that time this office had no knowledge of your aforementioned letter to Mr. Monson Morris, and although Mr. Fulmer may hold our advice on H. R. 969 as inconsistent therewith, I am still of the opinion that you would not wish to approve this legislation.

H. R. 969 retains the mixture of woodlot management and commercial forestry to which you objected in your letter to Mr. Morris. It embraces all forest land except that in Federal ownership, including 24,000,000 acres of State, county, municipal and institutional forest and 341,000,000 acres of private land.

Of the 341,000,000 acres of private forests and woodlots, some 203,000,000 acres are commercial forest in approximately 1,000,000 ownerships. Of these 1,000,000 ownerships 1,700 are of 5,000 acres or more, aggregating 68,000,000 acres, and including 316 of 50,000 acres or more, 140 of 100,000 acres or more, and 51 of 200,000 acres or more. This leaves some 998,300 commercial ownerships aggregating 135,000,000 acres, or an average of 136 acres each.

Woodlots are found on some 3,000,000 farms and aggregate 138,000,000 acres, the average

farm woodlot thus comprising 46 acres.

The bill makes all of these ownerships eligible for participation in the program, subject to the organization of effective and economical administrative units. The Federal Government would pay the property taxes and the expenses of management, and would be entitled to recover, from uses of the land and sale of products, all of its tax outlay, 50% of its operating expenses on the first 500 acres of each cooperating ownership, and 100% of such expenses on any area above 500 acres of any ownership.

There is no satisfactory basis for predicting the ultimate extent of participation in such a program. Probably most of the non-Federal public forests and the larger commercial forests, except where intermingled with national forests, would remain under present systems of management. Among the 3,000,000 farm woodlot owners and the nearly 1,000,000 small commercial forest land owners there are doubtless some who would not voluntarily entrust the management of their property to the Government, and many more whose properties could not be grouped with others in practical administrative units. To the majority of such owners, however, the program should be highly attractive, and administrative measures for extension of the plan so as to include them could be devised.

On the basis of an average annual tax rate of 20 cents per acre, and annual expense of management of 15 cents per acre (Forest Service estimates), and assuming recovery of the tax outlay and 50% of the management expense (there would be few participating ownerships above 500 acres), the net Government subsidy would be 7-1/2 cents per acre. From another angle, each acre leased would require an annual Federal appropriation of 35 cents, with a possible recovery of 27-1/2 cents. Maximum participation might reach 200,000,000 acres, requiring annual appropriation of $70,000,000, with possible recovery of $55,000,000, and minimum subsidy of $15,000,000.

The Department of Agriculture feels that the measure should be comprehensively amended before enactment, and will shortly submit through this office a draft of amendments providing, among other things:

1. Simplification of administrative set-up.

2. Full recovery of Government costs from use of lands and sales of products on participating ownerships of more than 200 acres.

3. A straight leasing plan, giving the Government all rights of possession, with cooperative agreements eliminated.

With your approval, I propose to advise Chairman Fulmer that H. R. 969 was held as not in accord with your program because of—

1. The apparent need for revision to eliminate the mixture of woodlot management and commercial forestry.

2. Your desire to avoid further important additions to the regular budget while the necessity for extraordinary national defense expenditures continues.

In the judgment of this office, the soundness of this forest-land-leasing plan is not sufficiently clear to warrant its early adoption as a major action program, even if confined strictly to farm woodlots.

The estimates of necessary Government outlay are believed to be too low; those of the amounts likely to be recovered, extremely high.

If participation in the plan is confined to ownerships where revenues from sale of products may reasonably be expected to meet Government repayment requirements within any reasonable period, the social value of the plan will be very small.

If the plan is generally applied to reach even a majority of the farm woodlots, the Government subsidy will be much larger than has been indicated.

In practical effect the plan means adding to the national forest system the acres leased. Such additions might ultimately total 200,000,000 acres.

Private initiative and responsibility for management of the woodlot portions of our farms would disappear.

The prospects for profitable employment in woods work are overemphasized in view of present and probable future market limitations.

The plan is but one feature of a very comprehensive forestry program recommended by the Joint Committee on Forestry, the adoption of which will require heavy additional Federal appropriations. This plan is of relatively low priority in the general program. Fully effective fire control should be the first objective.

Present major agricultural action programs already bring numerous units of the Department in frequent, direct contact with farmers. Excessive organization is a frequent complaint. The Soil Conservation Service and Extension Service have both legislative authority and funds for service to farmers in woodlot management. AAA pays benefits for proper woodlot management practices. The Farm Security Administration serves its clients with all-round farm management planning. It is suggested that the Forest Service should not get into farm management.

I would recommend that if any leasing plan is to be made operative, it should first have a five-year test period on an experimental scale.

HAROLD D. SMITH

[13:OF 149:TS]

[1]The Director of the Budget here quoted this letter in full. It is printed *ante,* 837.

[2]*Forest Lands of the United States* (Washington, 1941).

[3]None of these bills was reported from committee.

1039 ROOSEVELT TO HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET

[WASHINGTON] *April 11, 1941*

MEMORANDUM FOR THE DIRECTOR OF THE BUDGET: Here is "the law and the profits" in regard to privately owned timber:

1. Everybody should draw a line between the man and the corporation which owns land and uses it primarily for farming, and the man or corporation which owns land and uses it primarily for growing or raising or cutting trees. It is essential to accentuate the word "use." In effect, and as a matter of Government assistance, this can be attained by acreage

limitation. For example, not one-tenth of one per cent of the farmers of the nation own more than one hundred acres of forest land—and most of them own, I suppose, an average of twenty or twenty-five acres.

2. The reason that what is known as woodlot forestry has never worked is that the farmer does not know how to dispose of his timber. Nobody has ever told him how. That is the duty of the federal and state governments—even to some method of agreeing to take his timber at the current market price. This would involve taking the lumber in the log because the woodlot forestry farmer, who has a small acreage, cannot afford and has no facilities for cutting his logs into boards or square lumber, nor does he know how to dispose of his smaller stuff.

3. Another wholly different class is the commercial, private lumber company or the company which buys stumpage on fairly large tracts and lumbers this stumpage.

4. Those individuals or companies are not farmers. They are lumbermen. They should not get any Government subsidy because they are primarily in the lumber business. They should receive all kinds of advice on fire-prevention, re-seeding, re-planting, etc., and they might be given a drawback or benefit up to a small amount if they can conform to our reforestation methods as laid down by the Government.

In regard to H. R. 969, there is no such thing as a mixture of woodlot management and commercial forestry.

If you want further instruction on growing trees and selling them, come and talk with me!

F.D.R.

[13:OF 149:CT]

1040 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *April 16, 1941*

MY DEAR MR. SECRETARY: I doubt the proper availability of present appropriations for a study of the migratory course of seals from and to the Pribilof Islands, and their food habits while en route, referred to in your letter of March 7, 1941.[1]

In view of the need of the State Department for such data, this study seems advisable. Probably an early supplemental appropriation would provide funds sufficiently soon to effectively carry on the work for the first year. I am of the opinion, however, that a boat of the tuna clipper type could be purchased at a cost of not more than $200,000.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] HDS[2]

[13:OF 6—CC:CT]

[1]To protect the fur-seal resources of the United States, Ickes recommended an allotment of $394,055 for the study in question, this sum to be made available from current appropriations (OF 6—CC). Ickes estimated the cost of a suitable vessel at $300,000. Roosevelt asked Budget Director Smith to prepare a reply (March 10, 1941, OF 6—CC), and added: "This seems advisable in view of the need of the State Department for the information. You might

ask Navy and Maritime Commission whether a tuna boat cannot be bought for a good deal less than $300,000."

[2]Budget Director Harold D. Smith, in whose agency this letter was drafted.

1041 ROOSEVELT TO CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE

[WASHINGTON, *May 2, 1941]*

MY DEAR MR. SECRETARY: I have your letter of April 5th calling my attention to the apportionment of camps for the various types of work carried on by the Civilian Conservation Corps.

Reduction in the number of camps as provided in the 1942 budget, the assignment of camps for work on military reservations and the further development of training of enrollees as provided in Section 38 of the 1941 Emergency Relief Appropriations Act will necessarily reduce the amount of work that may be devoted to conservation projects.

As reductions are made in the number of camps available for conservation work, I agree that selection should be made in favor of the most effective type of projects, with respect to both training of enrollees and value of conservation work done. I am sure that the Federal Security Administrator and the Director of the Civilian Conservation Corps will give full consideration to these factors in any apportionment of camps between the cooperating agencies.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] 5/2/41
[Notation: AS] HDS[1]

[13:OF 268:CT]

[1]Budget Director Harold D. Smith, in whose agency this letter was drafted. Smith, in his letter to Roosevelt enclosing the draft, April 30, 1942 (OF 268), said that the Agriculture Department "should realize that during this emergency period they cannot expect to continue conservation and other programs on the scale which has been in effect during the past few years."

1042 ROOSEVELT TO HENRY L. STIMSON, SECRETARY OF WAR

WASHINGTON, *May 5, 1941*

MY DEAR MR. SECRETARY: Recalling the discussion at the recent cabinet meeting, I believe it wise to record for reference the decision made with respect to the interests of the Corps of Engineers and of the Bureau of Reclamation in proposed developments on the Kings River and on the Kern River in California.

The Kings River and the Kern River projects are dominantly irrigation projects and as such they should be built at the appropriate time by the Department of the Interior through its Bureau of Reclamation rather than by the War Department through the Corps of Engineers. My letter to the Secretary of the Interior of May 29, 1940, which is published in Part 2 of House Document 631, 76th Congress, 3d Session, clearly stated my decision on the policy which should be applied to the Kings River project.[1] This decision is applicable to the Kern

River project as well. I do not consider it wise to authorize these projects, or any project dominantly for irrigation, for construction by the Corps of Engineers.

I am writing to Chairman Whittington of the Flood Control Committee of the House of Representatives to inform him on this matter.[2] By thus clearing doubts which may have persisted with respect to the scope of the fields of operation of the two outstanding construction agencies of the Government it is my hope that unnecessary duplication of work will be avoided and that potential sources of friction will be eliminated.

Copies of this letter are being sent to the Secretary of the Interior, to the Director of the Bureau of the Budget, and to the Chairman of the National Resources Planning Board for their information.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 402:CT]

[1]*Ante,* 1002.

[2]Printed below.

[3](Drafted by the Interior Department.) Stimson replied May 15, 1941 (OF 402), that all War Department activities in the field of civil works were "initiated and conducted in strict accordance with specific Congressional directives." He said that he had submitted reports to Congress on the Kings and Kern River projects in compliance with section 6 of the 1936 Flood Control Act and would take no further action in the matter.

1043 ROOSEVELT TO REPRESENTATIVE WILLIAM M. WHITTINGTON OF MISSISSIPPI, CHAIRMAN, HOUSE FLOOD CONTROL COMMITTEE

WASHINGTON, *May 5, 1941*

MY DEAR MR. WHITTINGTON: On May 29, 1940, I wrote to the Secretary of the Interior with respect to the Kings River project in California. That letter is included in Part 2, House Document No. 631, 76th Congress, 3d Session.[1] Since your committee is again considering the Kings River development and also is considering a similar development on the Kern River in California, I want to call to your attention a part of that letter as follows:

It appears from an examination of the reports [by the Corps of Engineers and the Bureau of Reclamation][2] that they are in agreement, except as to questions of policy as follows:

1. Should the development of power be initiated as a part of the irrigation improvement, or should provision be made for future development under license by the Federal Power Commission?

2. Should the project be constructed by the Bureau of Reclamation or the Corps of Engineers?

3. Should the irrigation beneficiaries repay their share of the cost in a lump sum or by 40 annual payments?

4. Should the Federal Government or local interests operate the completed project? If operated by the Federal Government, by what agency?

With respect to these matters, it seems to me that the project is dominantly an irrigation undertaking and is suited to operation and maintenance under the reclamation law. It follows, therefore, that it should be constructed by the Bureau of Reclamation, and that the portion of the project cost to be charged to irrigation should be financed on the

basis of the prevailing Federal policy of 40 annual payments by irrigation beneficiaries. The project should be maintained and operated by the Bureau of Reclamation, but operation for flood control should be in accordance with regulations prescribed by the Secretary of War.

That was written with respect to the Kings River project in 1940. Good administration continues to demand that projects which are dominantly for irrigation should be constructed by the Bureau of Reclamation, Department of the Interior, and not by the Corps of Engineers, War Department. The Kings River project is authorized for construction by the Bureau of Reclamation at this time. The proposed project on the Kern River, which also has been under consideration by your committee, is dominantly an irrigation project. If found wholly feasible from economic and engineering points of view by the studies that are now in progress, the Kern River project may be authorized for construction by the Bureau of Reclamation. Neither of these projects, therefore, should be authorized for construction by the Corps of Engineers. To do so would only lead to needless confusion.

A good rule for the Congress to apply in considering these water projects, in my opinion, would be that the dominant interest should determine which agency should build and which should operate the project. Projects in which flood control or navigation clearly dominates are those in which the interest of the Corps of Engineers is superior and projects in which irrigation and related conservation uses dominate fall into the legitimate field of the Bureau of Reclamation.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 402:CT]

[1]*Kings River Project in California; Letter from the Secretary of the Interior Transmitting Pursuant to Law, a Report of the Bureau of Reclamation, Department of the Interior, Dated January 23, 1940, on an Investigation of the Kings River Project in California* (Washington, 1940).

[2]Brackets in original.

[3]Drafted by the Interior Department.

1044 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *May 6, 1941*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I wholly approve the plans of Dr. Gabrielson for the Okefenokee Swamp.[1] It is, in my judgment, especially important that in this rehabilitation of the Swamp no species of fauna or flora that is not indigenous to the swamp be allowed there. You will remember that I had a bit of a controversy over this seven or eight years ago.

In regard to the timing of this, I think the expenditure should wait until the international situation clears up. In the meantime, every effort should be made to prevent fires, but new work should be delayed.

F.D.R.

[13:OF 6—CC:CT]

[1]Gabrielson, director of the Fish and Wildlife Service, had recommended measures to ensure fire protection, reforestation, restoration of wildlife plant food and cover, stabilization of the water level of the swamp, and maintenance of the major part of the swamp as a wildlife sanctuary (Gabrielson to Ickes, April 29, 1941, enclosed in Ickes to Roosevelt, May 3, 1941, OF I—F).

1045 CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *May 12, 1941*

DEAR MR. PRESIDENT: This is in answer to your request of April 7[1] for my opinion of the report of the Joint Congressional Committee on forestry.[2]

I am in general agreement as to some of the defects of the report as outlined in the memorandum transmitted by Secretary Ickes.[3] And it seems to me, for the reasons given as well as for those which follow, that the situation is one which can be satisfactorily salvaged only through your personal leadership.

I believe that an appraisal of the report and recommendations can best be made by indicating the extent to which they measure up to desirable objectives.

The ultimate objective of any really satisfactory Federal forest program should be the establishment and maintenance of a nation-wide forest economy in the broadest and most inclusive sense.

That the Committee recognizes this is indicated by the following quotation from its letter of transmittal to Congress: "The time is ripe for the establishment of a real forest economy in this country which, as an important segment of the broad agricultural economy, will put to constructive use one-third of our total land area.

Many of our most critical rural problem areas—most of our worst rural slums—are in depleted forest regions, and the process of creating others is still going on. The establishment of a sound, enduring forest economy can help to solve existing social problems and prevent others.

The Committee recognizes the condition, the cause, and also, somewhat weakly, the solution.

From the ownership standpoint, the major problem in American forestry today centers in privately owned lands. Private ownership has in the main failed to recognize and to redeem its social responsibilities and its natural resource responsibilities.

The Committee clearly recognizes the problem of private ownership. but does not as clearly recognize the failure of private ownership.

Only two forms of attack on the private forest land problem afford positive assurance that the public interest in these forests will be safeguarded.

The *first* of these forms is public regulation of forest practices. This is the most difficult job that has ever been faced in American forestry, and will require for successful consummation the full backing and, I believe, the full strength and authority of the Federal government.

While the Committee, for the first time in the history of Congress, recognizes—and unanimously—the necessity to apply the principle of public regulation to forests, the plan proposed has serious structural weaknesses which in my judgment will jeopardize its success, and which are as likely to set the forestry movement back as to insure its progress.

For example: The plan turns the job of regulation over to the States, with Federal financial cooperation and approval of standards. The chief Federal penalty for failure of the States to act is the mandatory withdrawal of funds for regulation and for fire protection. Thus, in effect, the State must agree to put public regulation into effect in order to receive Federal funds for fire protection. In some States strong industrial interests control the State machinery, and these are ordinarily hostile to regulation of forest practices. Control by industrialists is most likely to be exercised adversely in heavily forested States where the need for regulation is greatest, and in such States the result in the end might well be neither fire protection nor regulation.

Congressman Pierce's bill H. R. 3850 follows closely in its provisions the plan for public regulation recommended to the Committee by the Department.[4] The general principle which it follows is to afford the States a chance to try regulation with Federal financial and other cooperation, but to have the Federal Government take over the job if the States fail. My judgment is that this bill represents the minimum of Federal participation which will insure successful regulation. Congressman Pierce has also introduced another probably more desirable but less easily attainable bill, H. R. 3849, which provides for straight Federal regulation.

If public regulation is to succeed, it is essential also that various forms of public stimulation and aid and cooperation such as protection, extension education, credits, aid to small owner cooperatives, public leasing for development, research, etc., he coupled with it.

The Committee has recognized the need for public cooperation in a fairly comprehensive way, although there is considerable room for improvement as to details.

The second form of attack is public ownership. This, as stated in our recommendations to the Committee, requires large-scale public acquisition, and the high-grade administration of the forest lands acquired as well as those already in public ownership. For financial, among other reasons, a large share of this job will have to be assumed by the Federal Government.

The Committee's recommendations on Federal acquisition are weak, more or less conflicting, and altogether inadequate.

In short, the Committee's report is weakest on the two most important forms of attack on the major forest problem of private ownership and the social maladjustments that have resulted from forest-land abuse; and most satisfactory on other important but less essential forms of action.

In these and in a number of other respects, which I will not attempt to cover here, the report and recommendations of the Committee fall short of the recommendations the Department made to the Committee a year ago, and also fall short of what is necessary to attain the "forest economy" objective set by the Committee itself.

This analysis hits only the high spots. Since the report of the Committee became available we have been studying it intensively to form an opinion as to the extent to which the Administration can and should go beyond it to safeguard the public interest.

In the immediate future I hope to give you more specific recommendations, and will also give you a more complete analysis if you desire it. My recommendations will use the recommendations of the Committee as a starting point and will represent my own judgment of the position which the Administration should take. Unless we are satisfied to temporize, I believe that we must go considerably beyond the Committee recommendations. I am convinced that the Administration has an opportunity here—and the obligation also—for

outstanding leadership. One aspect of the situation gives me real concern. I want to see a really comprehensive forest program on the statute books; we can not afford to pass up this opportunity.

I sincerely hope, therefore, that it will be possible for you to endorse the legislation necessary to carry out the plan that I shall propose to you, so that the stage will be set for meeting post-war requirements and even war requirements as they arise. In the latter field I may want to recommend some emergency legislation. The drafting of the legislation is now nearly complete.

The fact that the Committee has submitted its report obviously raises questions of strategy in advocating something more comprehensive. Something can be gained by liberal interpretations of Committee recommendations. Furthermore, despite various weaknesses in its recommendations, the Committee has not recommended *against* anything. I think that some of the more liberal members of the Committee will welcome the opportunity to go farther than the compromises necessarily reached in submitting a unanimous report. A complicating factor is an informal request from Senator Bankhead, the Chairman of the Joint Committee, for help in drafting a bill that will hew closely to the line in carrying out the recommendations of the Committee. In complying with the request, which we must do promptly, the difficulty will be to avoid the impression that the draft has Departmental and Administration support, and thus to advance a partly satisfactory measure when we really want something more far-reaching.[5]

You of course appreciate better than anyone else that full Administration endorsement and backing offers the only hope of obtaining Congressional action on any broad program, and particularly a program that contains controversial provisions such as public regulation. Such endorsement should, I believe, be with the understanding that the program, if enacted into law, will be financed if and as funds become available.

Respectfully yours,

CLAUDE R. WICKARD

[13:OF 149:TS]

[1]OF 149.

[2]*Forest Lands of the United States* (Washington, 1941).

[3]*Ante,* 1036.

[4]This bill, and the one mentioned below, both entitled, "To Provide for the Conservation and Proper Use of Private Forest Lands . . .," were introduced by Rep. Walter M. Pierce (Ore.) on March 6, 1941, and were both referred to the Committee on Agriculture. Neither was reported from committee *(Cong. Rec.,* 77th Cong., 1st sess., 87:2, 1945).

[5]Bankhead introduced S. 2043, "A bill to effectuate the recommendation of the Joint Congressional Committee on Forestry ...," on Nov. 13, 1941. It was not reported from committee *(Cong. Rec.,* 77th Cong., 1st sess., 87:8, 8812).

1046 ROOSEVELT TO CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE

[WASHINGTON] *May 14, 1941*

MEMORANDUM FOR SECRETARY WICKARD: Thanks for yours of May 12th in regard

to the forestry report. I agree with you and Ickes that the recommendations are on the whole pitifully weak.

Furthermore, I cannot go along with any proposal which calls for any form of financial matching with any State Government. The poorer States which need the most done in them will give the least matching support.

Just thirty years ago I undertook in the State of New York to encourage owners of farm wood lots to improve their wood lots under State direction, and to receive in return a form of tax rebate during the growing period of new timber. It was all very attractive and was hailed as the greatest step ever taken in this country. In the course of the next ten years I think that seven or possibly eight farmers in the State took advantage of it.[1]

The Forestry people in the Federal Government—Agriculture and Interior—and in the State Governments, have never been willing to differentiate between wooded land used primarily for lumber and lumber profits as the major crop, and wooded land which is a purely secondary consideration to the owner, who uses the rest of his land for strictly agricultural purposes.

I am inclined to think that there must be a wholly new approach to the general problem—an approach wholly Federal in its scope, just as much as Farm Security and Soil Conservation are already on a Federal status.

My suggestion is that the Secretary of Agriculture and the Secretary of the Interior each appoint one representative from the outside—not a professional forester—to go into this whole subject and make a report to both of you within two or three months. These two gentlemen can eliminate from their conference any reference to departmental or interdepartmental control in Washington, D. C. That is a different subject.

F.D.R.

Copy to Secretary Ickes

[13:OF 149:CT]

[1]See *ante*, 17 n. Forty-three parcels of land totaling 1279 acres were brought under the act referred to (and supplementary legislation enacted in 1916) between 1912 and 1919. The original law placed a maximum valuation on forested lands providing the owners adopted certain conservation practices; local assessors, however, defeated the purpose of the act by increasing valuations on the non-forested part of an owner's holdings (New York State Conservation Commission, *Annual Report*, 1919, Albany, 1920, pp. 164-166). Further legislation along this line was enacted in 1926; see the *Reports* of the Conservation Commission for this year *et seq.*

1047 ROOSEVELT To SENATOR HOMER T. BONE OF WASHINGTON

WASHINGTON, *May 29, 1941*

MY DEAR HOMER: Since our last conversation about the Columbia River power bill, I have considered the matter at greater length. I think that it is imperative that Congress establish at this session a permanent administration for the federally owned developments on the Columbia River. I am willing to send up a bill for this purpose as an administration measure but I believe that it would be preferable if you and Senator McNary would introduce and assume the task of securing the enactment of this legislation. I know that you have thought a lot about this matter and that we agree on most of the essential points that are necessary to give the Northwest a federal authority that will vigorously prosecute the region's

interests and at the same time discharge the responsibilities that the Federal Government has assumed on the Columbia River.

I believe that the following points are particularly important:

1. The Authority should be headed by a single administrator responsible to the Secretary of the Interior. As you know, the Secretary has set up in the Interior Department a new Division of Power which reports directly to him and is independent of any other bureaus or offices of the Department.[1]

2. The Authority should be responsible for the orderly marketing of available power and should encourage the development of suitable industries based on the resources of the Northwest.

3. The Authority should be responsible for the management and amortization of the Government's investment in the power facilities in a businesslike manner.

4. The Authority should be in a position to aid the public agencies of the region in effecting acquisitions of private utility properties quickly and economically.

5. The Authority should follow the present Bonneville policy of seeking the widest possible distribution of its power at the lowest possible rates, and to this end it should require that the resale of its power be at such rates and under such conditions as will assure these benefits to the people of the region.

I am writing Senator McNary to ask him to join you in this effort.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT][3]

[Notation: A] Copy of this letter sent to Mr. F. J. Bailey, Bureau of the Budget. 6/17/41 hm

[13:OF 4296:CT]

[1]Ickes not only wanted the administrators of the proposed regional authorities to be responsible to him but wanted to appoint them. His efforts to secure acceptance of this idea are described in his *Diary*, III, 440-442, 448, 501-502, 524.

[2]May 29, 1941 (OF 4296).

[3]This letter was drafted by the Interior Department.

1048 ROOSEVELT TO SENATOR GEORGE W. NORRIS OF NEBRASKA

Washington, *May 29, 1941*

MY DEAR GEORGE: I have today written Senators Bone and McNary asking that they get together and assume the task of putting through in this Session a bill for the permanent administration of the federally constructed developments on the Columbia River. I am enclosing copies of these letters for your information.[1]

You and I have been together on so many power problems that I very much want to get your help on this matter. I do not ask you to assume the responsibility for the passage of such

legislation, but I do want you to manifest your interest in this effort and to give whatever time and attention you feel that you can spare. At least, if you feel that for any reason you cannot actively participate in the fight to consolidate and promote this great development, I hope that we will be able to proceed with the assurance that we have your sympathy and good wishes.

I hope that you will agree in general with the points that I have outlined in my letters to Bone and McNary as being essential to any legislation that is passed for these projects. I know that you may differ to some extent with me about the desirability of the form of organization that I have suggested, but I think that if I can give you the picture as I see it you may find yourself in agreement with me.

In the first place, I want you to know that I share with you a desire to see eventually in this country a series of regional conservation developments that will be responsible for the husbandry of the water and other natural resources of their respective areas. These authorities should avail themselves of a great deal of local advice and participation, but they should also discharge the Federal Government's responsibility for the conservation and use of the resources of our Nation. In my opinion these authorities should pool their experience in a major Federal department that will be responsible for conservation, and that department should iron out inter-regional problems and should give them over-all guidance with respect to policy. This type of coordination is particularly important, as you know, in respect of developments in the western states where the reclamation program is, and for many years has been, of great political and social importance.

That is the long-term picture. The present job is to establish regional agencies in those sections where we have major Federal developments, and to put these agencies on a sound basis. I believe that the TVA is already well established and I would not propose to change its status in any way. In the Northwest, however, there is a tremendous public power movement that has been seeking to put local administrative units into the power business through the purchase of the private facilities in the area. This effort has been hamstrung by tremendous opposition. In my opinion these local people will need the strength and prestige of the Federal Government to effectuate their desires. The people with whom they are dealing are not local people. The process of negotiation is tedious and expensive; as is also the process of condemnation. The substitution of one negotiating agent for entire systems will result in substantial savings. It is my hope that it will be possible to set up a strong public power area in the Northwest so that local people will be distributing the power that is sold to them by the Federal authority. When this partnership has been firmly established it will be impossible for any less progressive administration seriously to impair the work that we have done.

You know the tremendous job that we have before us. If I must personally supervise the many authorities that you and I feel should be created, I am sure that I would need to ask that their creation be postponed. But to postpone would probably be to lose any chance of accomplishing what we can now accomplish if we are diligent and work together. However, from both the immediate and from the long-run point of view, I believe that these agencies should be tied together in a Federal department. This department should also have jurisdiction over activities in the field of reclamation and the development of mineral resources.

The Secretary of the Interior has established a Division of Power that is giving over-all guidance to the Bonneville Power Administration and to the power end of the Reclamation Bureau projects. This Division reports only to the Secretary and is independent of any other bureau or officer of the Department. With this Division, the Department of the Interior becomes the logical bridge between these regional agencies and the Executive.

I hope that you can see your way to be again at my side in this effort.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 4296:CT]

[1]The letter to Bone is printed above; the one to McNary (May 29, 1941, OF 4296), is similar.

[2]Drafted by the Interior Department.

1049 SENATOR GEORGE W. NORRIS OF NEBRASKA TO ROOSEVELT

WASHINGTON, D. C., *June 7, 1941*

MY DEAR MR. PRESIDENT: I am in receipt of your letter of May 29 and have read it, together with the enclosures, being copies of letters you have written to Senators McNary and Bone, with a great deal of interest.[1]

Part of the first requisite you set forth in both of these letters is as follows: "The Authority should be headed by a single administrator responsible to the Secretary of the Interior."

With this statement I cannot agree. It is contrary to the fundamental theory upon which legislation of this character should be based. It is contrary to what I have always believed was your own philosophy. In my many conversations and conferences with you on the power question during the time you have been President, and in the correspondence I had with you while you were Governor of New York and before you became President, never once, as I remember it now, did you ever advance that kind of a philosophy.

In my judgment, if any Governmental authority is set up for the control of the great power properties on the Columbia River, eventually failure will come if the authority set up becomes a part of any Department of Government. If the authority becomes a Bureau of any Department, it will in time become a football of politics. It will degenerate into a political machine and will ultimately prove to be a stupendous failure.

Please understand I am not making any criticism of Mr. Ickes, the present Secretary of the Interior. I am not thinking of men—I am thinking of an authority which, if properly set up by law, will be an efficiently managed and great industrial development long after you and the Secretary have passed from the political stage. You know—you must know—that members of a Cabinet—the heads of the Departments in every administration, under any political party, are selected for their various offices mainly on political grounds. This has been the custom for many years and I presume it will always be the custom. A Secretary of the Interior is not selected because of his views on public power. He has thousands of other duties to perform. They are Nation-wide and they cover a multitudinous number of other things. It is impossible for a Secretary of the Interior to give any concrete consideration to the proper control and management of great developments like the Grand Coulee and Bonneville projects.

An administrator, selected and responsible to a Secretary of the Interior, will be, in fact, a "hired man." Primarily his conduct of the duties of his office must be satisfactory to a Secretary of the Interior. The Secretary may remove him at any time. After a study on the ground, he will not be free to act and to follow his judgment because he knows that his boss

in Washington can, at any time, change any important conclusion he may reach and, if he desires, remove him from office entirely. The administrator will, therefore, be doing his work with a sword hanging over his head by a thread. It would be natural for him to always bear in mind that the first thing he should do would be to please his boss and, by so doing, make his job secure.

During your administration, you have seen the workings of the Tennessee Valley Authority. It has been a great success. History will show that it is one of the dominating accomplishments of your administration. It is now demonstrating its value to the people of the whole Nation. One of the great things responsible for its success is the independent nature of the machinery set up by the Tennessee Valley Authority Act. It is operated by a Board of three. I concede that the number on the Board is not fundamental. Men will differ as to how large the Board should be. Some want seven, some would have five, some believe three would be better, and some men, just as honest and as intelligent, think it should be managed by one man.

Under the law, no member of the Board can be appointed unless he believes in the theory of the law itself. It is then made impossible for politics to enter into the appointment of inferior officials or into their promotion, demotion, or removal.

I was told a year or so ago by the General Manager of the Tennessee Valley Authority that he would not have retained his office for thirty days if it had not been for the protection of that part of the law. When the law was first passed, thousands of people of high standing all over the United States, in politics and public life, were seeking to get jobs for their friends. Senators and Members of the House of Representatives were recommending appointments by the thousands and, yet, the Board adhered to the law and every applicant for a position had to pass through the regular channels. An investigation was made of each applicant and no consideration was given to politics. This General Manager told me if it had not been for this provision of the Tennessee Valley Authority Act, no human being could have stood up under the political pressure, from powerful sources, to give positions to aspiring friends.

This Authority is taking up all the time of three able men in giving effect to the law and, as far as I know, no difficulty of a political nature has ever arisen except from those in high standing who have recommended various appointments. These people sometimes became very angry because their recommendations were not accepted as the final qualifications of an applicant. At the present time, this trouble has, to a very great extent, disappeared because politicians and others have learned that the intent of the law is being enforced and adhered to.

I do not understand, Mr. President, why you have changed your attitude, because I really believe it is a change. I do not understand why, when we have tried a method which has been such a success, you should now turn aside and try a new experiment which will, in my judgment, eventually throw the whole thing into the abyss of partisan politics and make the Act which you have already set up a virtual political pie-counter. If we enact a law such as you have suggested, the private power companies of the Nation will be united, through their various and secret methods of manipulation, in attempting to control the appointment of every Secretary of the Interior in the future—no matter what party may be in power. As you know, they will not give their real reasons for being interested in this office and it will not become known until after the appointment is made that what they have in view is to deal a death blow to the public ownership of power and the preservation of the natural resources of our country.

No man knows better than you do, from your experience during the past eight years, of the methods and means by which this unseen power creeps into the very avenues of government and undertakes to rob the people of their rightful heritage in the development of our natural

resources.

If the control of the authority to be set up on the Columbia River is to be vested in a Board, regardless of the number on the Board, they will be picked because of their ability and their knowledge of power and navigation. They will be entirely nonpartisan—they will be selected with reference to their fitness for the particular position they are to fill and they should be independent of any Cabinet official. They will be on the ground and competent to deal with the various questions of administration and development which arise. It should not be necessary that they receive instructions from a Cabinet official, or even from a President, every time they intend to take a step toward improvement and development.

I am greatly disturbed and distressed at the announcement of your attitude on this question. It comes as a shock—like a thunderbolt from a clear sky. I am not so presumptuous as to think that I have the power to change your attitude no matter what I may do. I am practically helpless. You, of course, understand that I have no ambitions of any kind. I realize that I am nearly at the end of my public service, and that I can probably do nothing, but it is one of the sorrowful thoughts of my life to think that, as I am about to pass out of the arena, I should realize that one of my most cherished hopes has been thwarted by the most outstanding advocate of the preservation of our natural resources it has ever been my pleasure to know.[2]

Very truly yours,

G. W. NORRIS

[13:OF 4296:TS]

[1]The Bone and Norris letters are printed above; the letter to McNary, May 29, 1941 (OF 4296), is similar to the one to Bone.

[2]This was sent to Ickes by Roosevelt "For preparation of reply for my signature" (June 14, 1941, OF 4296). Ickes replied June 19, 1941 (OF 4296), that he did not think a reply was advisable as it seemed fruitless to prolong the discussion: "I am sorry that Senator Norris apparently feels that the TVA setup is the last word in sound administrative practice. The only conclusion that one can reach from a logical development of his position is that the present departmental system in the Executive branch of the Government should be replaced entirely by a multitude of independent agencies." No reply was made.

1050 ROOSEVELT TO THE NAVAJO PEOPLE

WASHINGTON, *June 19, 1941*

TO THE NAVAJO PEOPLE: Many months ago the Navajo Tribal Council addressed a resolution to me which pledged the support and loyalty of the Navajo people to our country.

I now take occasion in these days of world crisis to address you. I am concerned about the need for protecting your lands from erosion. I am concerned that some of your leaders do not understand that to protect your lands you must reduce the number of your sheep, and goats, and horses, sufficiently to permit the grass to grow thickly and stop erosion.

If our nation is to remain strong, our land and forests and waters must be protected and cared for. Especially must we protect our soil, for without soil no nation can endure.

One of the most important objectives of this nation is the protection of its soil and other natural resources. Your Government, through the Civilian Conservation Corps, the Soil Conservation Service, the Office of Indian Affairs and other agencies, has conducted an

extensive program for the protection of these resources. This program is under way on the Navajo lands, as well as on lands throughout the nation.

I know that protection of your land will not be easy for all the Navajo people. Many of you must sell some of your animals, or move them to ranges away from the reservation. I know also that the Government must help by building projects which will bring water to your land so that you can grow food for your increasing population. The Government is building these projects. The great Fruitland and Hogback irrigation projects are examples. The Many Farms project which was authorized this year is another. And the Government is making surveys on the Little Colorado and San Juan rivers to find other opportunities to bring water to your lands.

The Government is planning for your future, but you must accept your share of the work, and make your share of the sacrifices. You must work with your Government. You must abide by the laws and regulations. You must follow the leadership of the Tribal Council which is the elected voice of the Navajo people.

By doing these things, you will remain strong and will defend the way of democracy.[1]

[FRANKLIN D. ROOSEVELT]

Through Mr. J. C. Morgan, Chairman, Navajo Tribal Council

[13:OF 296:CT]

[1]Drafted by the Interior Department. In his letter to Roosevelt enclosing the draft, June 18, 1941 (OF 296), Ickes said that the Navajo Tribe had voted to enforce the conservation regulations promulgated by the Interior Department for the Navajo Reservation but that a minority group within the tribe was urging opposition. He urged that the letter be sent to reassure the Navajos.

1051 ROOSEVELT TO CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE

WASHINGTON, *June 26, 1941*

MEMORANDUM FOR HON. CLAUDE R. WICKARD: Will you please bring this to me next week some time and let me talk with you about the whole matter?

What would you think of your having a preliminary talk with Ickes about the whole subject? You and he have never locked horns on the problem. Then all three of us could go over it together.

F.D.R.

[13:OF I:T]

1052 *[Enclosure]* CLAUDE R. WICKARD, TO ROOSEVELT

WASHINGTON, *June 18, 1941*

DEAR MR. PRESIDENT: I have studied with interest your memorandum of May 14 in which you suggest that Secretary Ickes and I each appoint a representative outside the professional forestry field to prepare in the next two or three months a report on the forestry problem.

Finding the right man is not easy. If the job you have primarily in mind is a recommendation on regulation of privately-owned forest lands, and if the men had the time, I would suggest either Judge Rosenman or John Boettiger. Both men qualify as laymen, both have displayed a keen interest in forest policy, and I respect their judgment.

If it is your particular thought that the men to be designated should help us to strengthen our programs for wooded land owned by people whose interest in lumber and lumber profits is of secondary importance, rather than to review the whole forestry program, I suggest Al Stedman, Washington Correspondent of the St. Paul *Pioneer Press and Dispatch.* Al is personally a New Dealer, and personally well informed and deeply interested in farm forestry. He has good judgment, too.

There is a third alternative in the type of job the two appointees could do that I have been turning over in my mind. Would it not be a good plan to charge the two men with the task of studying our proposals to the committee, the suggestions of the Department of the Interior, and the recommendations of the Joint Committee, formulating them into an over-all report to aid you in preparing a message of recommendations to the Congress? I like this idea better the more I think of it.

Your thoughts and mine are identical in regard to proposals that call for State matching of funds. I don't like the matching principle. For the most part, the Federal Government doesn't get value received for money used in that way. Especially is this true where local, short-time self-interest is not identical with the Federal interest. In something like fire protection it works fairly well. In our recommendations to the committee, we saw to it that the matching principle entered into our proposals in only a minor way. It was limited to the pretty generally successful fire protection program on private and State forest lands, expansion of the program of distributing forest planting stock at about cost; expansion of the present system of farm forest education; and broadening of the Fulmer Act to include Federal aid in, purchasing community as well as State forests. The remaining 90 percent is a straight Federal program; no part of it that goes to the root of Federal concern is based on the principle of matching funds, although in five of the twelve other parts the States are invited to contribute what they can afford.

It seems to me our problem is one of political judgment. How can we get the most favorable legislation when prevailing sentiment on the Hill is against public regulation? The Department favors straight Federal regulation. Our effort with the committee was to get it to come out as strongly for regulation as it could be persuaded to come; and for strategical reasons we suggested a program under which the States would be given a chance to do the job with Federal aid, with the Department of Agriculture authorized to take over if any State failed to tackle it. Even this was too much for the committee. What course shall we now pursue? Shall we ask the Congress for straight Federal regulation; or shall we, from considerations of States' relations and the sentiment on the Hill, stick with the present plan of asking for Federal regulation only on condition that the States fail to do the job? We have bills of both types prepared. One complicating factor is that Senator Bankhead has asked us to help him prepare a bill that hews to the line laid down by the Committee.

If we go directly after straight Federal regulation, what will be the effect on the Congress? If we ignore the Joint Committee's report I fear the reaction may be decidedly adverse. Somehow we must induce the Congress to modify and strengthen the report of its own committee, so that we can count on help from within the Committee itself. Several members, Pierce for example, are eager to take stronger action than their signatures on the report would indicate.

In this connection you may find it worthwhile to go over the attached summary of our

recommendations to the Joint Committee, which we have drawn up in an omnibus bill.[1] In the event you are particularly interested in the farm forestry angle, you will find provisions for aiding cooperatives of small operators; technical assistance in woodland management along the lines of approach followed by the Soil Conservation Service; a public leasing and development provision; a credit program geared to the needs of small owners; and a practical educational program to help such people with their woods management and marketing problems.

In your reply I would be very pleased if, in addition to indicating your choice from among the names I have suggested, you would clarify for me whether you want these two men (1) to survey the entire forestry field, (2) to restrict their study to the problems of the owner whose timber is a secondary interest, or (3) to proceed along the lines of the third alternative I have suggested.

Respectfully yours,

CLAUDE R. WICKARD

[13:OF I:TS]

[1]A typescript, "Digest of Department of Agriculture's Recommendations for a Forest Legislative Program."

1053 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *July 5, 1941*

MY DEAR MR. PRESIDENT: I have given careful consideration to your memorandum of May 14, directed to Secretary Wickard, a copy of which was sent to me, in which you suggest that the Secretary of Agriculture and the Secretary of the Interior each appoint one representative from the outside to study the forest situation in the United States with a view to submitting a report thereon.

Under date of March 14, 1938, you sent a message to the Congress recommending an immediate investigation of the forest situation in the United States. This message led to the approval by Congress on June 13, 1938, of Concurrent Resolution No. 31 which established a Joint Congressional Committee on Forestry. The Committee conducted hearings throughout the United States and accumulated a voluminous record covering the forest situation. The report of the Committee was submitted to the Congress on March 24, and as I have heretofore indicated, it does not offer a complete solution of the forest problem.[1] It appears, therefore, that a further investigation of the situation with a view to providing more definite and complete recommendations is desirable. In my judgment such a study could be pursued most effectively in cooperation with the former members of the Joint Congressional Committee on Forestry, many of whom are no doubt in a position to furnish valuable information which is not necessarily a part of the official report.

In the event that you still feel that the Secretary of Agriculture and I should proceed in accordance with the suggestion contained in your memorandum of May 14, I shall be pleased to confer with Secretary Wickard and work out the details essential to the formulation of a more conclusive supplemental report on the forest situation of the Nation.

Sincerely yours,

HAROLD L. ICKES

[13:OF 149:TS]

[1]*Forest Lands of the United States* (Washington, 1941).

1054 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *July 8, 1941*

DEAR HAROLD: I have yours of July fifth in regard to a further study of the forest situation, and I should be delighted if you and Wickard will work out the details for the formulation of a more conclusive supplemental report.

Of course, as you know, and as I have told Claude, all my earlier studies have been confirmed by later thinking in regard to the ultimate responsibility.

The true division between the Department of Agriculture and the Department of the Interior is that Agriculture deals primarily with private citizens and their lands and the products thereof; whereas Interior ought to deal primarily with nationally owned land and the products thereof.

Taking up the case of Forestry for example. The ridiculous interlocking and over-lapping of jurisdiction between the public lands, the national parks, the national monuments and the national forests can only be ended eventually by putting all national lands under the Department of the Interior.

That means, however, that the Department of Agriculture should still retain two of its existing forestry functions: First, the different scientific bureaus relating to tree diseases of all kinds, tree breeding and experimentation, and the development of lumber uses. Second, the relationship between the Government and all owners of private lands on which trees are grown and on which trees should be protected.

These private lands range from the large private lumber holdings and, most important of all, the hundreds of thousands of individual private owners who have woodlots. It is primarily the latter who need immediate help, but who have had no help to speak of in the past from the Forestry Service.

It is my thought, for example, that the average owner of a small piece of timberland, which is not his primary business, ought to look to Agriculture for ways and means of marketing his timber. Today, as a matter of practice, he does not get any help at all.

That would put the relationship of the Department of Agriculture, in regard to trees, on exactly the same basis as the relationship of the Department of Agriculture to wheat or cotton or soil conservation or any other problem that directly affects the individual landowner.

That also would put into the Department of the Interior all national forests, the greater part of which can be used commercially by the Government for many years to come. When lumber becomes available from these national forests it is entirely probable that the cutting and marketing of lumber from these national forests could be absorbed, not by private industry, but by Government itself—federal, state and local.

It seems to me that this line of demarcation would greatly simplify the whole problem of forestry.

I am sending a copy of this to Claude with the hope that it will give you and him a basis of

discussion.[1]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 149:CT]

[1]Ickes replied July 16, 1941 (OF 149), that he would "confer promptly with Secretary Wickard and work out with him a practical plan for a further consideration of the forest situation of the Nation and the reorganization of Federal forest administration."

1055 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, D. C., *July 31, 1941*

MEMORANDUM FOR THE PRESIDENT: Proposed legislation relating to the control of water pollution again is the subject of reports to Congress from the interested departments. The bill in question is S. 1121, introduced by Senator Gillette.[1]

This bill conforms to the recommendations in your message of February 15, 1939, insofar as it provides for the establishment of a division within the Public Health Service definitely charged with promoting research, plans, education, and other State and local measures for pollution abatement. An annual appropriation of $250,000 is authorized. The bill partially meets the objections which you raised in disapproving the first water pollution bill in 1938, by requiring that plans for new pollution-abatement works must be cleared with the Federal Works Agency and your office before going to Congress. It departs from your earlier recommendations by (1) establishing district water boards, (2) requiring that standards of water purity be fixed in each district, and (3) permitting Federal injunction proceedings against violators. It also omits earlier provisions for loans and grants for construction of remedial works, and relies instead upon the availability of Reconstruction Finance Corporation loans. You may remember that the regulatory features of this type of legislation have been the chief points of controversy in past.

Federal Security Agency is proposing to endorse the bill. Agriculture approves the bill in general. War takes a non-committal attitude, but calls attention to the facts that the Corps of Engineers now exercises certain regulatory powers over pollution of navigable waters, and that the current Ohio River Pollution Survey is intended to lead to the proposal of remedial legislation.

The staff of the National Resources Planning Board considers the provisions with respect to district water boards unduly cumbersome, and also agrees with this office in thinking that the need for Federal assumption of regulatory authority over water pollution is not urgent at this time. Discussion with the Board's staff indicates, however, that the proposed planning work, while not essential to the continuation of the studies already in progress, might be useful in connection with the development of the program of post-emergency public works contemplated by the Board.

If you favor the enactment of some type of pollution-abatement legislation at this session, I shall be glad to work out with the Federal Security Agency a revision of S. 1121, which would eliminate the regulatory features and provide for planning work on a modest scale. However, a more satisfactory solution might be to defer any legislation of this type at this time; and if you agree with this latter position, I will advise the interested departments that

enactment of legislation of this character would not be in accord with your program during the present emergency.

HAROLD D. SMITH

[Notation: AS] H. D. S. *Defer* FDR

[13:OF 114—A:TS]

[1]s. 1121, "A Bill to create a Division of Water Pollution Control in the United States Public Health Service, and for other purposes," was introduced March 17, 1941, and referred to the Committee on Commerce. No further action was taken. The bill is adequately described in the letter here printed.

1056 CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *August 11, 1941*

DEAR MR. PRESIDENT: I had prepared but had not sent you a brief memorandum on urgently needed forestry legislation when I found that Secretary Ickes and I could jointly suggest to you the committee which I mentioned in a separate letter to you today. If you appoint this committee, perhaps it could take as its first task the formulation of an emergency legislative program. Certainly there is no time to lose if we are going to check the accelerated destructive cutting that is now under way. So I am sending my memorandum to you, thinking that you may care to give it to a committee if you appoint one now, or that you may pass on its merits if you do not go ahead with the committee idea.

Respectfully yours,

CLAUDE R. WICKARD

[13:OF 149:TS]

1057 *[Enclosure]* CLAUDE R. WICKARD TO ROOSEVELT

WASHINGTON, *August 11, 1941*

MEMORANDUM ON URGENTLY NEEDED FORESTRY LEGISLATION: I have become convinced that much will be lost unless we get an Administration measure on forestry—particularly on public regulation of present destructive cutting—introduced into Congress and enacted in the immediate future.

The principal reasons for this are:

1. Many weeks ago Senator Bankhead asked us informally to prepare a bill to carry out precisely what his Joint Committee recommended. The bill has long been ready and we cannot put him off much longer. Obviously if he, as Chairman of the Joint Committee, introduces his own bill—something far short of what is needed—and pushes it as he plans, the fat will be in the fire.

Much the same considerations hold for Vice Chairman Fulmer, who is reported to be preparing a bill to carry out his own interpretation of the Committee recommendations.

2. Defense demands have led to greatly increased cutting all over the United States, and promise in the near future to rise measurably near to the peak of 35 years ago. Most of it is

destructive. Most of our worst rural slums are already in depleted forest regions and make up nearly one-fourth of our total land area. In spite of everything else we can do, I believe that they will remain rural slums until the forest is restored. Even during the war period we ought as a minimum to stop further destruction.

An emergency legislative program along the right lines should be shaped up within the next several weeks.

It should recognize as the outstanding forest problem the lands now in private ownership. It should recognize also, to quote your own words, that "States, communities, and private capital can do much * * * but have, on the whole, accomplished little * * * it seems obviously necessary to fall back on the last defensive line—Federal leadership and Federal action."

It should place major emphasis on measures which will give positive assurance of (a) reasonably good treatment of all forest lands now privately owned, and (b) help in the solution of the social problems, now almost nation-wide, which have grown out of the destruction of our forests. The only two measures that carry such assurance are public regulation and greatly increased public ownership.

It should make nation-wide public regulation of forest practices on privately-owned lands a wholly Federal activity.

It should in general make all new measures a straight Federal responsibility, avoiding any hard and fast State matching requirements which would handicap the poorer States, but allow contributions where the circumstances seem to justify them.

It should adhere to the matching principle in a few long-established activities such as protection against fire, where they have worked out fairly well, and where an attempt to change now would stir up opposition which might defeat more important measures.

It should include special provisions to help owners of farm woodlots and other small holdings.

I am very much afraid that we will see the adoption of unsatisfactory legislation if we do not act promptly.

CRW

[13:OF 149:TS]

1058 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, AND CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *August 12, 1941*

DEAR MR. PRESIDENT: In accordance with your recent suggestion to us, we join in recommending that you ask Judge Rosenman, John Boettiger, Jim Rowe, Al Stedman, and Tom Wallace to serve as a special committee, advisory to you, on national forest policy and national forest legislation.

We hope that this committee will begin its work promptly and complete its task within a reasonably short time. It seems to us that the committee should study the broad social, economic, and physical problems involved and then recommend to you:

A comprehensive forest policy for the United States.

Action, educational, research, and service programs for the fields of (a) Federal forestry, (b) industrial forestry, (c) farm forestry.

An improved Federal legislative program for all types of forest activity.

The committee, in order to have a specific purpose for its work, might take as its principal objective the preparation of a brief but comprehensive statement which you could use in submitting recommendations to the present session of Congress. A logical starting point, but only a starting point, would be the report which the Joint Congressional Committee on Forestry submitted to the Senate and House. This would lead very well to your indicating in a covering message to the Congress what modifications you desire in the Joint Congressional Committee's recommendations.

This suggestion in no way implies that the special committee should not consider critically matters that do not come within the scope of a legislative program, but it occurs to us that the Joint Congressional Committee might be offended if your advisory group considered Federal forest policies and needed legislation wholly independent of the Joint Congressional Committee's conclusions. In line with your letter of May 14 and in accord with our own view of its feasible function, the committee would not go into jurisdictional or governmental-reorganization questions.

You will recall that you suggested to us a two-man committee of non-governmental, non-technical men. We are recommending five because we believe they have among them what no two men would likely possess, namely, the essential understanding of public administration, broad Federal policy, forest policy, Federal-State-local-private relationships, possible alternative methods of Federal action, the political possibilities, fiscal problems, and the specific needs in farm forestry, industrial forestry, and Federally-managed forestry.

To give the committee any help it might wish to have, each of us will if you wish designate a liaison representative who would be available to the committee at all times. The Assistant to the Secretary of the Interior in charge of Land Utilization and the Land Use Coordinator of the Department of Agriculture are both Departmental staff officers and are not directly engaged in supervising forest activities. The former, Lee Muck, is a technically-trained forester and the latter, Milton S. Eisenhower, is not but this seems to us to be immaterial. In addition, the two of us will gladly spend as much time with the committee as seems desirable.

If this arrangement appeals to you, we hope that you personally will ask Judge Rosenman, John Boettiger, Jim Rowe, A. D. Stedman (St. Paul *Pioneer Press),* and Tom Wallace (Editor of the Louisville *Times)* to undertake the task at once.

Respectfully yours,

HAROLD L. ICKES
CLAUDE R. WICKARD

[13:OF 149:TS]

1059 ROOSEVELT TO CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE

WASHINGTON, *September 3, 1941*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: I hear that the Forest Service is about to give to a lumber company the right to cut timber on the Morse Creek watershed of the Mt. Olympic National Park.[1]

Please hold this up until cleared by me, and let me see on the map just where the proposed cutting is to be.

F. D. R.

[13:OF I—C:CT]

[1]Ickes had so reported in a letter to Roosevelt of Aug. 27, 1941 (OF I—C). Acting Secretary of Agriculture Grover B. Hill replied Sept. 6, 1941, that no sale of national forest timber was contemplated (OF I—C).

1060 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, D. C., *Sept. 20, 1941*

MEMORANDUM FOR THE PRESIDENT . . . PROPOSED COLUMBIA POWER AUTHORITY: In accordance with your directions of February 11, 1941, this office, in cooperation with the National Resources Planning Board, has studied the pending legislative proposals to establish additional regional authorities. The proposals have been analyzed in relation to regional needs, and the informal views of the Departments of the Interior and Agriculture, and the Federal Power Commission have been obtained. In view of the prospect for early hearings on this subject by the House Rivers and Harbors Committee, and of Secretary Ickes' desire to speed action on the proposed Pacific Northwest legislation, I am presenting the matter to you at this time in order to obtain your views on the basic features of the legislation.

Two major types of legislative proposals. Two major types of proposals are before the Congress. One type of bill—notably, the Arkansas Valley Authority bill and Congressman Rankin's regional authority bill—would establish independent authorities, patterned after the Tennessee Valley Authority, with power to plan and conduct experiments with respect to all phases of resources development, and to construct and operate all types of water and soil conservation works. The other type of bill—represented by the bills introduced by Senator Bone and Congressman Hill—would establish regional agencies with the primary function of planning, constructing or acquiring, and operating electric power facilities.

Functions of proposed regional agencies. The two types of legislative proposals are alike in providing for publicly-operated power development on a regional scale. The suggested agencies for the Pacific Northwest would be empowered to prepare regional plans for power generation and transmission, and to investigate methods of promoting the wider use of electricity. They would be authorized to acquire private power systems, to construct transmission lines, and, with the approval of the Congress, to construct new generating facilities. They also would be able to acquire private distribution facilities for resale to public agencies. Power rates would be as low as possible, and contracts for sale of wholesale power would provide for control of resale rates.

The proposed agencies similar to the Tennessee Valley Authority, would have all of these functions, and, in addition, would be charged with the planning of broad programs of water control, land use, recreation, and industrial development, and with sponsoring whatever research is necessary for those purposes. They would be authorized to construct any desirable water-control project or land-improvement measure, to operate such works, and to regulate

private construction of water-control works.

Public power marketing is the primary function of the agencies proposed for the Pacific Northwest. Integrated regional development is the central concern of the Arkansas Valley Authority proposal.

Administration of proposed regional agencies. The power-marketing proposals contemplate a quasi-corporate agency exercising relatively wide discretion in the issuance of bonds, acquisition and management of properties, and the promotion of power use. The bill favored by Secretary Ickes would provide for an administrator responsible to the Secretary of the Interior, and operating with the aid of an advisory board representative of the region. Although subject to civil service law, the regional agency would be free from the legal supervision of the Attorney General, and from auditing by the Comptroller General. Senator Bone's recent bill would hold to the same functions and financial organization, but would adopt the Tennessee Valley Authority form of administration.

Both the Bone bill and the Arkansas Valley Authority bill provide for a three-man board reporting directly to the President. Both would exempt the agency from civil service, from supervision by the Attorney General, and from auditing by the Comptroller General. All of the proposals make provision for repayment of the full Federal investment in power facilities, and, at the same time, allow considerable flexibility in the day-by-day operations of the agency in the field.

Power marketing urgently needed. The rapidly mounting number of Federal dams having sizeable power facilities and the prospect for even greater enlargement of such facilities under the Federal Power Commission's emergency power program, make it desirable to begin the organization of Federal power-marketing agencies in several regions as soon as practicable; but it is not believed that there is the same clear need at this time for developing in these areas the Tennessee Valley Authority type of agency.

Reasons for deferring complete Tennessee Valley Authority type of authority. While the United States still is far from having, even for the Tennessee Valley, the comprehensive plans and operating programs that ultimately will be necessary for full and effective resources development, our planning work has made fair progress on a national scale. In order to replace with thorough regional plans the single-purpose plans of individual agencies, such as the Bureau of Reclamation, Corps of Engineers, and Department of Agriculture, it will be necessary to strengthen the present planning work. This will involve funds for planning and correlation, as well as detailed guidance by the National Resources Planning Board. Both would be provided under the draft of legislation for the "shelf" of public-works projects which you recommended to Senator Wagner on June 6, 1941.[1] It is not believed, furthermore, that the conduct of desirable research and construction activities in these areas is necessarily contingent upon the establishment there of additional regional authorities such as the Tennessee Valley Authority.

While I am inclined to believe that sooner or later we must be prepared to reorganize certain Federal agencies on a national scale in order to obtain unified operation of the many projected reservoirs and other water-control works, I do not think that we are yet ready to take that step, nor that it is an immediately important one.

Regional agencies vs. national departments. The issue underlying all of this discussion of regional authorities is whether the authority for a given region should carry out all of the work involved in the conservation of the national resources of that region, or should concentrate upon a particular phase or phases of the whole conservation program for the region, leaving to the other agencies of government functionally concerned therewith, the

conduct of the work to be performed under the other phases of the conservation program. Whatever the merits of a complete subdivision of the United States into regions of the Tennessee Valley Authority type, it is not believed that the time has yet arrived for such a fundamental reorganization of the structure of the Executive Branch.

Accordingly, it is recommended that regional planning and research be stimulated through the agencies already available for this purpose, including, in particular, the National Resources Planning Board, and that, for the present, any new authority should be established for the purpose of concentrating on the power-marketing job.

Pacific Northwest legislation. In the light of what has been said above, and of your letters of May 29, 1941, to Senators Bone, McNary, and Norris,[2] the Pacific Northwest legislation has been discussed with representatives of the Secretary of the Interior. Our discussions have revealed agreement on general objectives, and have centered on obtaining an effective administrative organization. As a result of these discussions there has been prepared by this office a draft of bill which, while not meeting the Interior Department views in every respect, does represent, it is believed, a reasonable compromise of conflicting views and would establish a workable and useful agency.

In addition to its grant of full authority for carrying on power-marketing activities, the draft of bill provides for:

(a) An administrator who, while appointed by and responsible to the Secretary of the Interior on major issues of policy and program, would enjoy much wider latitude in supervising the day-by-day operations of the Authority than does the average bureau chief;

(b) A board of five (including the administrator, and with three members from the region) that would review, and submit recommendations to the Secretary of the Interior on, (1) the development plan for the region; (2) the acquisition of private utility systems; (3) the construction of new generating facilities; and (4) the schedules of power rates;

(c) Administration under the provisions of the civil service laws, a commercial type of auditing by the Comptroller General upon a liberalized basis, and legal representation by the Attorney General;

(d) A well-defined method of correlating the Authority's plans and programs with those of other regional or national agencies through the National Resources Planning Board and the Budget; and

(e) Charging the power consumers only for their proper share of project costs, and not for any part of the costs properly chargeable to irrigation or other project purposes.

If you agree with the major provisions of the draft of bill, as listed above, I will take up this draft with the Secretary of the Interior and the National Resources Planning Board, with the object of working out the minor details of the bill, and of then advising the Secretary of the Interior and the other interested Federal agencies that enactment of the legislation in that adjusted form would be in accord with your program.

Legislation affecting other regions. In this formative stage of Federal power marketing, no single type of administration should be adopted rigidly; there should be latitude for experimental departure from the Pacific Northwest model. From time to time, as additional authority proposals are presented, they will be submitted to you for review before advising the interested agencies as to their relationship to your program.[3]

[13:OF 4296:TS]

[1]No communication of this date has been found.

[2]The letters to Bone and Norris are printed *ante,* 1047, 1048; the letter to McNary (OF 4296) is the same as the one to Bone.

[3]Answered *post,* 1062.

1061 ROOSEVELT TO LEVERETT BRADLEY, Lakeville, Connecticut

WASHINGTON, *September 23, 1941*

DEAR LEVERETT: This will acknowledge the receipt of your note of August 30 suggesting the use of Mount Desert Island, Acadia National Park, as a base for memorials to people of national stature and as a rendezvous for conferences of international character.[1]

Many plaques and other types of memorials have been proposed for placement in the national park areas during the past decade. The merits of the suggestions which have been made to have such memorials erected are appreciated and understood. They are foreign, however, to the purposes for which the national parks are established, namely, to conserve the scenery and the natural and historic objects and the wildlife therein, and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

The use of Acadia National Park as a rendezvous for conferences of international character would entail precautionary measures which would restrict the use of the area by the public and would be inconsistent with its status as a national park.

The shipboard meeting to which you refer took place hundreds of miles from Mount Desert Island.

I have read with interest the statement of your views on Mount Desert Island, which was printed in November, 1940.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]Bradley also suggested that the Atlantic Charter meeting held off Argentia had added significance to the proposed memorial (OF 6—P).

[2]Not identified. This reply was drafted by the Interior Department.

1062 ROOSEVELT TO HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET

[WASHINGTON] *September 26, 1941*

MEMORANDUM FOR THE DIRECTOR OF THE BUDGET: Regarding your memorandum of September twentieth relating to regional authorities, I am inclined to think:

1. That as between the two major types of legislative proposals there should be regional authorities covering the entire nation, in accordance with the outline which I drew up four or five years ago.[1] I think that each authority should not only plan, contract, acquire and operate electric power facilities, but should also plan and conduct experiments with respect to all phases of resources development. This is essentially what the TVA does under the TVA Act.

2. I think that the head of each agency should be a member of two separate central committees in Washington—one of these committees to function as to planning under the National Resources Board, and the other (with possibly the same membership) should act as an operating advisory committee to the Department of the Interior.

3. In regard to administration of the proposed regional agencies, I am inclined to favor the one man administrator for each authority, though I would be willing to accept a three man board if the Congress should so determine.

4. In actual operation it is, of course, contrary to common sense that each authority should report directly to the President. We have successfully cut down the number of outside agencies reporting to the President, with the result that the Presidency can still be handled by one man if he works ten or twelve hours a day!

It is my thought that a method can be worked out by which each authority will report to the President through the Secretary of the Interior on all operating matters, the Secretary of the Interior to decide ordinary questions with, of course, the right of the authority to appeal to the President in exceptional cases. This leaves the authority as a self-governing organization in practically all of its work.

At the same time the authority in its planning for future development should report to the National Resources Board, get their approval of plans, if possible, and have them come to the President through the Director of the Budget.

Finally, the plans should also be submitted to the Federal Power Commission for the recommendation of the latter only.

I have not time to go into the other matters on the proposed legislation but I think that from the above, you and the Secretary of the Interior, the National Resources Board and the Federal Power Commission can work something out.

F.D.R.

[13:OF 4296:CT]

[1]*Ante,* 636.

1063 ROOSEVELT TO NELSON C. BROWN, New York State College of Forestry, Syracuse University, Syracuse, New York

[WASHINGTON] *October 7, 1941*

DEAR NELSON: Thank you for yours of October first.[1] I think you are right about trying some balsam, spruce and some Canadian white spruce, so will you go ahead and see if you can get some good transplants for next Spring planting? I would suggest putting the twenty

per cent balsam into a different location. As you remember, there is a ditch which runs through the east end of the three lots along the Post Road. East of this long ditch there are about four acres of open land. It is good soil, as proved by the existing plantation at the east end of the north lot.

The forty per cent of Canadian white spruce and the forty per cent of Norway spruce can go into the east end of the Linaka lot and the lot east of that.

I am delighted that you are having the signs prepared. The trees look well and I think that we have about 95% survival of what was put out last Spring—an excellent record.

I do hope you are all well again and that I shall see you soon.

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:PPF 38:CT]

[1]Reporting on two visits to Roosevelt's tree plantations in Hyde Park.

1064 HORACE M. ALBRIGHT, PRESIDENT, AMERICAN PLANNING AND CIVIC ASSOCIATION, TO ROOSEVELT

WASHINGTON, D. C., *October 23, 1941*

MY DEAR MR. PRESIDENT: May I respectfully call to your attention HR 2685 to permit mining within the Organ Pipe Cactus National Monument, which passed the House on October 15, following the passage of an identical bill (S 260) in the Senate on May 23, 1941?

Our Association would like to request you to veto the Bill. We opposed its passage by Congress and we believe that if it becomes the law of the land it will not only involve unnecessary damage to the National Monument but that it will be an exceedingly bad precedent. This seems to be a clear case of public policy as against doubtful private gain. We take pleasure in presenting the reasons for the stand we have taken:

(1) The Monument was created by your Executive Order on April 13, 1937, as authorized by the National Antiquities Act of 1906. It contains 330,687 acres—a little more than a third of the size of the Joshua Tree National Monument and about a sixth of Death Valley National Monument in California. The lines were drawn very carefully to exclude known commercial mineral areas. Your Executive Order was designed to set up adequate protection to the area. Existing grazing rights were to continue only during the lives of the present holders of permits and after that the area was to be free from grazing of domestic animals. It was fully expected that in time the National Park Service would be in a position to give the Organ Pipe Cactus National Monument that complete protection from non-conforming uses which the area deserves. Under the act passed by Congress the area would be forever open to prospecting and mining. Congress having once delegated to the President the authority to create National Monuments, it seems illogical that it should pass measures to break down the protection so authorized.

(2) The protection of the ground surface and the plant and animal life in desert areas is a much more difficult and delicate process than the protection of forested lands. In the vast desert areas of the Southwest only a few places have been selected to receive the special care which the National Park Service is prepared to give in order to conserve the entire biotic life

of the area. Thanks to your Executive Order, the Organ Pipe Cactus National Monument is one of these precious possessions of the people.

(3) It is the opinion of eminent geologists who have examined the region that although the area has been subject to prospecting for nearly two centuries no profitable mines have been discovered and operated within the present Monument. It seems doubtful whether in all this time any mining effort in the whole Monument has ever paid operating costs for more than a brief time, if at all. To permit further digging, and the presence of roving prospectors who would gather the scarce wood for fire, graze their domestic animals and shoot wild life, seems to involve useless sacrifice for the very doubtful chance that profitable minerals might be found.

(4) We believe that it would be an unfortunate precedent which would tempt other small pressure groups to try to secure concessions in other National Parks and National Monuments. In the discussions on the floor of the House it was argued that this would not create a precedent and yet to support this action five so-called previous precedents were cited. Of these only one involved permission for mining in an area already set up as a National Monument. One of the five was the Olympic National Park which was created by Congress in an Act which permitted, in a specified part of the Park the continuance of the location, entry and patent of mines for a period of five years.[1] More than three of the five years has already elapsed. After June 29, 1943, no more mining will be allowed in the Park under the present law. That would leave only four areas in the National Parks and Monuments in which mining would be permitted. In 1931 Congress passed a law which prohibited prospecting, development or utilization of mineral resources in National Parks and Monuments in which such operations had been permitted, including Grand Canyon and Mount Rainier, and greatly limited mining operations in Mount McKinley National Park in Alaska.[2] In the interests of conservation it has been the declared policy of the National Park Service to try to retire these precedents rather than to increase them.

We hope, Mr. President, that you will exercise your veto for this measure, in the interest of sound conservation of National Parks and Monuments from adverse uses and particularly to protect the National Monuments created by Executive Order from being opened up to commercial uses through Acts of Congress.[3]

Respectfully submitted,

HORACE M. ALBRIGHT

[Notation: A] Bill Signed 10/27/41

[13:OF 928:TS]

[1]Act approved June 29, 1938 (52 *Stat.* 1241).

[2]Act approved Jan. 26, 1931 (46 *Stat.* 1043).

[3]There was little debate in the House on H. R. 2675, and none in the Senate on S. 260. Representative Murdock (Ariz.), who introduced the House bill, replied to charges by conservationists that the bill would create an undesirable precedent by saying that the precedent had already been established in the opening to mining of Glacier Bay National Monument by the act of June 22, 1936 (49 *Stat.* 1817). The Senate bill, introduced by Hayden (Ariz.), was the one enacted. Roosevelt approved it without comment on Oct. 27, 1941 *(Cong. Rec.,* 77th Cong., 1st sess., 87:1, 53, 303; 87:4, 4622-4623; 55 *Stat.* 745). The letter here printed is the only protest against the bill found in the Roosevelt papers.

1065 SAMUEL I. ROSENMAN, SPECIAL COUNSEL TO THE PRESIDENT, TO ROOSEVELT

NEW YORK, N. Y., *October 31, 1941*

DEAR MR. PRESIDENT: I find in my files the enclosed correspondence with respect to a proposed subcommittee on National Forest Policy.

You will recall at the time I mentioned it to you, and after a short talk, you said to forget about it. I am sending this to you, however, as they belong in the White House files.[1]

Yours very sincerely,

SAM

[13:OF 149:TS]

[1]This correspondence, all of it having to do with the establishment of a national forest policy, was sent by Roosevelt to Rosenman with a memorandum of Sept. 1, 1941 (OF 149), asking him to speak to him about it. The correspondence consisted of a note from Ickes to Roosevelt, Aug. 4, 1941, enclosing a memorandum, Lee Muck to Ickes, July 29, 1941 (OF 149); Wickard to Roosevelt, Aug. 11, 1941, and Ickes and Wickard to Roosevelt, Aug. 12, 1941, *ante*, 1056, 1058.

1066 ROOSEVELT TO CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE

HYDE PARK, N. Y., *November 3, 1941*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: I understand that there are now some 1,600 local community forests established in some thirty states. Also that the idea is spreading to the South, which is all to the good.

I hope the Forest Service will push these. They are not large but are very important from the educational angle and it is a matter which might not receive the attention it deserves.[1]

F.D.R.

[13:PPF 38:CT]

[1]Nelson Brown had written to Roosevelt Oct. 30, 1941 (PPF 38), on the growing interest in community forests. He did not believe that the Forest Service was giving as much attention to community forests as it should and he suggested that a note to Wickard "might push them along." Wickard replied *post*, 1068.

1067 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, D. C., *Nov. 6, 1941*

MEMORANDUM FOR THE PRESIDENT: On March 28, 1940, in response to his request that tree planting in the Plains States be given distinctive recognition as a Federal project in the Budget, you advised the Secretary of Agriculture that arrangements would be made to continue this work during the fiscal year 1941 on approximately the same basis as it had been previously conducted, ...[1]

On a question of interpretation in connection with the foregoing, I further advised the Secretary on May 28, 1940, as follows:

> . . . It will undoubtedly be necessary for many years that the Department furnish leadership, technical advice and material assistance to insure continued progress. The course outlined by the President, as I understand it, does not contemplate termination of such aids; but rather that they should be extended to the farmers of the Prairie States, in reasonable measure, under the authority of and through the programs launched by the acts providing for soil conservation as a material policy, establishing the Soil Conservation Service, and promoting cooperative farm forestry.

The work was continued through the fiscal year 1941 through WPA funds and facilities and the Department made no move toward merging it with the other work of the Soil Conservation Service in the Plains area.

In its estimates for 1942 the Department sought an increase item of $250,000 to provide a regular appropriation base for this work, again seeking to give it a distinctive status as the "Prairie States Forestry Project." This increase item was considered with you and denied, and the Department was again urged to take steps toward incorporation of the work in the general Soil Conservation Service program. However, at the instance of Senator Norris an item of $300,000 was included in the 1942 Agriculture Appropriation Act specifically to provide the Forest Service with funds for maintenance in the Plains States of its planning, executive and supervisory organization to continue this tree-planting activity with WPA labor. The work is going forward during the current fiscal year under the above provisions. Since inception of the work in 1935, over 17,000 miles of shelterbelts 5 to 10 rows wide on over 27,000 farms have been planted. Over 95% of these plantings are being maintained by the farmers. The plantings of 1935, 1936, 1937 and 1938 are already providing valuable protection to soil and crops and otherwise contributing to the welfare of the farmers and farm communities.

In the estimates for the fiscal year 1943 the Department sought to have provided again in the Cooperative Farm Forestry appropriation the item of $300,000 provided in 1942 by the Norris amendment. I have advised the Secretary that in the light of the policy outlined in your letter of May 6, 1940, we would feel compelled to eliminate this item from the 1943 Budget.

On the other hand, the Department recently sought through a supplemental estimate also under the Cooperative Farm Forestry appropriation an item of $300,000 to enable the Department to intensify service to farm woodlot owners, particularly in the South where increased demands for timber and pulpwood are resulting in heavy and haphazard cutting of such woodlots. This office felt and still feels that this estimate was exceptionally meritorious, and upon our recommendation you submitted it to Congress where unfortunately it was rejected.

With the foregoing in mind, I told the Secretary that we would recommend continuing in the 1943 Budget the $300,000 provided under this head through the Norris 1942 amendment if the Department would move to carry out the policy stated in your letter of May 6, 1940, transferring the tree planting in the Plains States from the Forest Service to the Soil Conservation Service, and thereby initiating a gradual transition in the management of the work, which ultimately would change it from a special project to one of normal soil conservation, cooperation with the Soil Conservation Districts, and service to farmers outside such districts, and thus permit a gradual shifting of the forces and facilities provided by this $300,000 to the very real need for intensified service to farmers in other regions in the management of their woodlots.

The act creating the Soil Conservation Service specifically contemplated tree planting as a feature of the Soil Conservation program. The desired planting is done on farms. In the Soil Conservation Service the Department has an action agency, the program of which is designed

to reach every individual farm, to plan, aid in initiating, and cooperate in maintaining the best possible soil conservation practice on these farms, including tree planting and culture wherever trees are suited to the need and possible to grow. That Service is well organized, active in the Plains States, and achieving highly creditable results. In the Bureau of Plant Industry, the Department has a research bureau quite well prepared to advise the action agency as to useable tree species, where and how to grow them.

The Forest Service takes legitimate pride in its accomplishments in tree planting in the Plains States and it is quite understandably reluctant to leave the field to another organization. Nevertheless, its presence in the Plains area inevitably leads to duplication and overlapping of function, which are already noticeable and must become more intensive and expensive as the Soil Conservation Service program develops. The Soil Conservation Service already has a major part in the farm woodlot work of the Department and it is the most logical unit to absorb all such activity, particularly in the Plains area.

The Department has never taken strong exception to this view but has attached great importance to the timing of such a change and has been hesitant on this account.

In a memorandum to me, under date of October 31, Secretary Wickard has now agreed to our proposal with respect to the 1943 Budget and the transfer from Forest Service to Soil Conservation Service of the farm woodlot work. He wishes you to have in mind, however, "that the Forest Service made the shelterbelt a success when no one else was willing to become associated with it," and also Senator Norris' long and deep interest in the work. As indicated in the foregoing, there is no thought whatever of taking from the Forest Service the credit justly due that Service for initiating this work under very difficult conditions and carrying it forward aggressively, efficiently, and successfully. The adoption of the Soil Conservation Act and the rapid development of the Soil Conservation Service under the authority of that act have, however, vastly changed the situation prevalent when tree planting in the Plains States was initiated as a Federal activity and the soundness of the position taken by you in your letter to the Secretary on May 6, 1940 is being increasingly demonstrated.

It is not unlikely that Senator Norris will call you concerning this program and possibly protest any change. I am confident that you may safely assure the Senator that the action thus taken will in no way interfere with the progress of tree planting in the Plains area, that the Soil Conservation Service is fully qualified to move steadily ahead in this work, that the interests of economical and efficient over-all management of the Department of Agriculture's programs will be well served by the change, and that as another important result, funds now available to the Department will be increasingly released for greater and urgently needed service to farmers in the management, harvesting and sale of material from woodlots already existing.

HAROLD D. SMITH

[Notation: AS] HDS OK FDR

[13:OF 79:TS]

[1]March 28 was the date of Wallace's letter; May 6, of Roosevelt's reply. Smith went on to quote paragraph four of the reply, *ante,* 999.

1068 CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *November 12, 1941*

DEAR MR. PRESIDENT: I have your memorandum of November 3, about community forests in which you indicate a special interest in this development in the South. A tabulation showing the number and total acreage of community forests by States is enclosed. My understanding is that the development in the Southern States is very recent.

As you know, Professor Nelson Brown of Syracuse University was employed by the Forest Service during the year 1937, made a rather extensive examination of the community forest situation, and finished his work with the preparation of a publication entitled *Community Forests.*[1] After Professor Brown's return to Syracuse, the Forest Service placed another man on this work, who after two years had to be transferred to the Southwest because of his health.

Since that time two or three men have given part time to the community forest campaign. They have tried to stimulate interest in community forests through written information, suggestions for State legislation, film strips, radio programs, and by keeping interested agencies and individuals currently posted on progress.

I am inclined to believe that the interest shown in the community forest movement is such that it warrants the assignment of a full-time man to the project, and arrangements will be made by the Forest Service to do this.

Respectfully,

CLAUDE R. WICKARD

[13:PPF 38:TS]

[1]This pamphlet, issued by the Department of Agriculture (Washington, 1939), contains a preface signed by Roosevelt.

1069 SENATOR JOHN H. BANKHEAD OF ALABAMA TO ROOSEVELT

JASPER, ALA., *Nov. 19, 1941, 6:40 p. m.*

[Telegram] THE PRESIDENT: I beg to call to your attention the great importance of securing the passage of the Senate bill now pending in the House authorizing the continuance of the Federal administration of the soil conservation program. That program was approved in the platform of both major political parties last year. Unless the bill is passed by January first, the existing organization must be abandoned and all appropriations distributed to the several states for administration. The Senate bill has been pending in the House for several months. I suggest you take this subject up with your House leaders with the view of getting definite action before the end of this year. See Public Number 170, 75th Congress, Chapter 395, first Session.[1]

J. H. BANKHEAD

[13:OF 2891:T]

[1]By the act of June 28, 1937 (50 *Stat.* 329), the time for the transfer to the states of the administration of the Soil Conservation and Domestic Allotment Act was advanced to Jan. 1, 1942. By 1941 only a minority of the states had enacted the necessary enabling legislation. The Administration considered it imperative to keep the program under Federal management and on Jan. 27, 1941, Senator Bankhead introduced the bill (S. 588) referred to in his telegram. This would have given the Secretary of Agriculture "permanent authority" to administer the act. The bill, amended by the House to continue Federal administration through 1946 rather than for an indefinite time, was

passed as the act approved Dec. 26, 1941 *(Cong. Rec.,* 77th Cong., 1st sess., 87:1, 310; 87:4, 4111-4114; 87:9, 9578-9597; 55 *Stat.* 860).

1070 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *November 27, 1941*

MY DEAR MR. PRESIDENT: It would seem that, with respect to public lands, including National Parks and Monuments, Wildlife Refuges, etc., the jurisdiction of this Department is rapidly being restricted to a futile ex post facto protest so far as the Army is concerned. The War Department picks out lands for invasion without reference to the use to which they are devoted, without considering whether there are equally suitable sites for bomb ranges, recreational buildings, etc., and without consulting with this Department. Then when we protest we find that "plans are too far advanced to change." Some time ago, in our effort to work out matters harmoniously with the Army, we appointed a liaison man representing the Fish & Wildlife Division, but this liaison man does his "liaisoning" in solitary state.

With great respect, but also with emphasis, I protest against the assumption by the War Department, or rather the Generals thereof, of the right to invade Parks, National Monuments or Wildlife Refuges at their will. Of course, I would willingly surrender our most precious land area if turning it over to the Army were necessary in order to defeat Hitler and if there were no substitute area.

We have tried to accommodate ourselves to the desires of the Army. We have cheerfully yielded possession and agreed to the use of lands where there was a showing of necessity, but there are instances in which areas taken for bomb ranges, etc. do not serve the purpose of the Army any better than adjacent lands where historical values would not be destroyed and where wildlife would not be endangered.

Recently, I protested the invasion by the Army of the Colonial National Historical Park in Virginia. You referred my letter to the Secretary of War and he replied to you under date of October 29.[1] A copy of his letter to you I am annexing for your convenience. In it, Secretary Stimson said, among other things: "Apparently the Secretary of the Interior wrote this letter without having full information at his disposal."

The enclosed memorandum from Director Drury of the National Park Service shows that if Secretary Stimson had full information at his disposal, some of it, at least, was misinformation.[2] According to Director Drury, the Army, without consulting this Department, proceeded to take over, for its own purposes, land within the jurisdiction of this Department. Upon objection by us, the War Department, without consultation with this Department, obtained a lease of property for a recreation building adjoining land which has been designated as a National Historical Site. The lot upon which the recreation building is being built is not owned by the Government, *"but it is located within the boundary of the area established by the Congress as Colonial National Historical Park."*

Apparently the Army is proceeding to develop a bombing range in a location that will seriously defeat the purpose of a Wildlife Refuge and perhaps result in the extermination of the rare trumpeter swan which you and I have been at such pains to preserve. As to this, I shall send you a memorandum later.

In the meantime, I beg of you that this Department be at least consulted before the Army takes unto itself any more lands within the jurisdiction of this Department, especially if they are lands within National Parks, National Monuments or Wildlife Refuges. It is utterly

discouraging to have a body of men who don't care about the sort of thing that this Department is charged with fostering and protecting, march in and take possession just as Hitler marched in and took possession of the small democracies of Europe.

I have tried to meet this issue in an orderly manner. I have observed all of the proprieties. I am appealing to you who alone can make the Army aware that it is not operating this Department under martial law.

Sincerely yours,

HAROLD L. ICKES

[13:OF 6—P:TS]

[1]Ickes' letter to Roosevelt, Oct. 18, 1941, and Stimson's letter are present (OF 6—P).

[2]The enclosure, Newton B. Drury to Ickes, Nov. 19, 1941, is present. Drury succeeded Cammerer as National Park Service director on Aug. 20, 1940.

1071 ROOSEVELT TO HENRY L. STIMSON, SECRETARY OF WAR

WASHINGTON, *November 28, 1941*

MEMORANDUM FOR THE SECRETARY OF WAR: Considering the size of the United States, I think that Irving Brant is correct.[1] Please tell Major General Adams or whoever is in charge of this business that Henry Lake, Utah, must immediately be struck from the Army planning list for any purposes. The verdict is for the Trumpeter Swan and against the Army. The Army must find a different nesting place!

F.D.R.

[Notation: AS] Necessary orders have been issued. JWM[2]

[13:OF 378:T]

[1]Brant, in a letter to Roosevelt of Nov. 25, 1941 (OF 378), had protested the selection, by Major General E. S. Adams, of an artillery range site at Henry Lake, Utah. Brant said that this was likely to result in the extermination of the trumpeter swan because Henry Lake was "the solitary unprotected point on the short flyway of the swans between Yellowstone National Park and the Red Rocks Lake Wildlife Refuge which was established for their benefit."

[2]Presumably John W. Martyn, administrative assistant to the Secretary of War.

1072 ROOSEVELT TO HENRY L. STIMSON, SECRETARY OF WAR

[WASHINGTON] *December 1, 1941*

DEAR HARRY: I want to avoid all possible crossing of wires with the Interior Department in regard to the Army use of public lands.[1] I wish you would have a talk with Secretary Ickes in regard to this, in order to get some sort of clearance with the Interior Department before Army plans are finally made for the occupation or use of public lands.[2]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1]See *ante*, 1070.

[2]Stimson replied Dec. 2, 1941 (OF 378), that he had halted Army plans to use Henry Lake, but that it had been planned to use the area for the training of mountain troops only in event of a further increase of such units.

1073 ROOSEVELT TO KENNETH A. REID, EXECUTIVE SECRETARY, IZAAK WALTON LEAGUE OF AMERICA, Chicago

[WASHINGTON] *December 3, 1941*

MY DEAR MR. REID: I am pleased to have your letter of November twelfth expressing your interest and that of the Izaak Walton League in various matters pertaining to the abatement of water pollution by industrial wastes and domestic sewage.[1]

I am sure you are aware of my continued interest in the protection of our streams and lakes from the harmful effects of undue amounts of polluting materials. I appreciate the need for the application of corrective measures and to this end Federal assistance is being given to the construction of sewage treatment plants where added contributions of polluting material are resulting from the defense program.

The entire problem is one, however, in which cooperation of Federal and State authorities is most essential for a permanent solution of this problem. I am sure that you will find the Federal Government willing to cooperate with State and local agencies where there is a disposition on the part of the local people to provide proper sewage treatment facilities.

The national defense program has required the careful distribution of various chemicals and materials, some of which are used for sanitation purposes including the treatment of public water supplies and sewage and industrial wastes. I am advised that essential materials for such purposes are being made equally available to the defense program and to civil authorities charged with operating sanitation facilities. It is hoped, therefore, that there need be no concern regarding a shortage of these essential chemicals for sanitation purposes.

The interest of the Izaak Walton League in these matters, and as expressed in your communication, is sincerely appreciated.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

CD

[13:OF 114—A:CT]

[1]Reid wrote (OF 114—A) in approval of Roosevelt's letter to Federal Security Administrator McNutt of Oct. 17, 1941, in which McNutt was directed to investigate the reported breakdown of the water and sewage systems in Philadelphia. (The letter to McNutt has not been found in the Roosevelt papers; it was published in the New York *Times*, Oct. 18, 1941, p. 10.)

[2]Drafted by the Federal Security Agency.

1074 CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE, TO ROOSEVELT

[WASHINGTON] *December 26, 1941*

DEAR MR. PRESIDENT: I feel that I can no longer delay bringing to your attention the fact that we urgently need war legislation on some phases of forestry.

One need is for Federal regulation to stop the destructive cutting of privately owned forests. Thus increased war demands for timber could be met without impairing the productivity of the forests. Another is authority to extend and intensify fire protection, without which regulation cannot be effective. Authority to keep abreast of supply, demand, price and related factors should be broadened so that we can anticipate and provide against bottlenecks. To avoid direct appropriations for the purpose, authority is needed for RFC loans which can be used for the time being to acquire certain forest lands in order to prevent the repetition of such things as the spruce debacle of World War I in the Pacific Northwest. Provision is urgent for a marketing service for farmers, who through ignorance or lack of sales facilities are permitting clear cutting nearly everywhere at ridiculously inadequate prices.

The war has intensified these needs, which as you know have long been with us.

The best way to get the legislation we need is to capitalize on the opportunity provided by Senator Bankhead's introduction of a bill to carry out the recommendations of the Joint Congressional Committee on Forestry. The Senator apparently intends to press for enactment. Some of the provisions of his bill are satisfactory; others are not. It should be amended to meet war needs, to strengthen the weak parts, to provide for direct Federal action wherever feasible and to eliminate mandatory matching of funds by the States. Altogether, this should give us well-rounded legislation for both war and post-war requirements.

I urge that you authorize me to work this out with Congress along the lines indicated.[1]

Respectfully yours,

[CLAUDE R. WICKARD]

[13:OF 149:CT]

[1]Bankhead introduced two forestry bills on Nov. 13, 1941: S. 2043, "A bill to effectuate the recommendation of the Joint Congressional Committee on Forestry . . ." and S. 2044, "A bill to authorize the Secretary of Agriculture to enter into lease agreements with farmers in order to provide for the management of their forest lands and the marketing of their forest products in accordance with proper forestry and marketing practices." Neither was reported from committee *(Cong. Rec.*, 77th Cong., 1st sess., 87:8, 8812).

1075 ROOSEVELT TO CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE

WASHINGTON, *December 29, 1941*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: Yes, go ahead and try to work this out with Senator Bankhead.[1] It is essential, however, to cut out the portions of the bill which would create subsidies to tree owners. If we start that we shall never get away from it.

F.D.R.

[13:OF 149:CT]

[1]See above.

1076 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *January 17, 1942*

MY DEAR MR. PRESIDENT: In these times few people have the vision to think of the future even if a small effort will result in mighty gains for later generations. You have that vision, and since you are the only one who can do anything to save the wonderful Porcupine Mountain area, I hope that you will read this letter of Irving Brant's.

Sincerely yours,

(sgd) HAROLD L. ICKES

[13:OF 149:T:COPY]

1077 *[Enclosure]* IRVING BRANT TO HAROLD L. ICKES

WASHINGTON, D. C., *January 14, 1942*

DEAR MR. SECRETARY: The campaign to save Porcupine Mountain in northern Michigan is at a critical stage. This forest—the last area of virgin northern hardwoods in the country and long desired as a national park—is being lumbered at the rate of 100,000 feet a day. The lumbering railroad, just built, runs directly into the most beautiful area which will therefore be almost the first cut. In this region as a whole the nature of the soil, loose sand, means that this kind of lumbering will produce a desert.

Congressman Hook's bill authorizes an RFC loan to acquire 165,000 acres, most of which would be selectively logged by the Forest Service to repay the loan. The Forest Service has promised that a scenic portion would be preserved from cutting by departmental order. The Hook bill is getting nowhere. Its author is shuttled between Jesse Jones and the Budget Director, the latter being hostile.

I should like to see the Hook bill passed to stop the cutting, but in the longer view it is unsound because it combines two desirable but incompatible objectives. An RFC loan on the commercial area would be a sound investment to stop the destructive lumbering. But if selective logging is relied on to finance both what is logged and what is not logged, it will result in logging all but a trifling part of the scenic area whose inviolate protection is the chief aim of the whole movement.

General Motors owns about 37,000 acres out of the 165,000 covered by the Hook bill, including most of the scenic area. It owns nearly all of Porcupine Mountain itself, and alternate sections along the beautiful Presque Isle River and other streams to the west, immediately threatened with lumbering. General Motors is doing no lumbering, but plans it in the future.

I think that General Motors should be asked by the President to give this land to the government for a national park, as a good will token return for what it is getting out of the government in defense contracts. It is valuable land. When a stand of hardwoods is so fine that it is worth being made into a national park it has high commercial value. But it is an

invisible drop in the bucket of General Motors' war supply profits.

If this gift were made, it would then be sound financial policy to make an RFC loan for sustained yield lumbering in the surrounding area, and this part of Michigan would be saved from the ruin now facing it. The small purchases needed to solidify the park could be made out of this loan, without jeopardizing its repayment.

Unless action comes soon, the lumber company will destroy the scenic values of the district by cutting its alternate sections. Then General Motors will cut, and the country will be a blighted wasteland of rolling sand.[1]

Sincerely yours,

(sgd) IRVING BRANT

[13:OF 149:T:COPY]

[1]Brant's and Ickes' letters were sent by Roosevelt to Budget Director Smith with a note, Jan. 20, 1942, reading: "For preparation of reply. I think that Ickes and Irving Brant are right. We ought to save this virgin timber." See below.

1078 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *March 2, 1942*

MY DEAR MR. PRESIDENT: Attached are your memorandum of February 13, 1942, with Director Harold D. Smith's memorandum of February 4, 1942, and the preceding correspondence concerning the desirability of preserving an adequate portion of the virgin forest and other scenic and recreational features of the Porcupine Mountains area in northern Michigan.[1]

Director Smith proposes an RFC loan of $27,800,000 for a period of 60 years, to purchase 1,300,000 acres of forest in northern Michigan and Wisconsin for forestry purposes. This proposal is essentially similar to the Hook-Brown bills (H. R. 3793 and S. 1131) in the present Congress.[2] Of the total of 1,300,000 acres proposed to be purchased, 250,000 acres are covered with virgin forest, of which 30,000 acres would be set apart by the Secretary of Agriculture to be preserved in their natural condition for park purposes. Director Smith states that it is "very questionable that either economic or social justification can be found" for setting aside any larger portion of these lands for park purposes.[3]

Many economists and conservationists will disagree with Director Smith's view of the case.

Some indication of the comparative revenue-producing value of national parks and national forests may be found in the fact that in administration, protection, and maintenance for a recently computed five-year period, the Park Service was 42 percent self-supporting whereas the Forest Service, on a comparable basis, was only 27 percent self-supporting. A greater contrast may be seen in the fact that the average annual revenues of the Teton National Forests from 1934 to 1938 inclusive were only $13,860 whereas the average annual revenues from Yellowstone National Park for the same years were $314,272. Teton National Forest and Yellowstone National Park are contiguous reservations and are roughly of comparable size.

From the conservation angle, there is no national park readily accessible to the large

populations of the Middle Western industrial centers. An adequate national park in the Porcupine Mountains region would serve an enormous number of people, but the park would have to be large enough to give them ample outdoor space. Thirty thousand acres in scattered tracts would be hopelessly inadequate. Moreover, national forest management is not a substitute for a national park. People do not enjoy logged off lands as much as they do an unspoiled primeval forest.

I am in sympathy with Director Smith's proposal that the purchase of critical forested areas be financed by an RFC loan at this time, and all of the areas mentioned in his letter are of interest to this Department also,[4] but I believe that the proposition will be much sounder if the outstanding recreational lands are managed for park purposes by the National Park Service of this Department and the timber-producing lands are managed for timber production purposes by the Forest Service, as I have consistently advocated.

I suggest, therefore, that you request the Secretaries of Agriculture and the Interior to consider the Hook-Brown bills, and similar proposals, and agree upon measures that both Departments can support, for submission through the Bureau of the Budget for your consideration.[5]

Sincerely yours,

HAROLD L. ICKES

[13:OF 79:TS]

[1]Roosevelt's memorandum to Ickes of Feb. 13, 1942 (OF 149), covering the correspondence mentioned, reads: "What do you think? Please return papers for my files." Smith's memorandum of Feb. 4, 1942 (OF 149), is a detailed analysis of the financial problem involved in the purchase by the Agriculture Department of the Porcupine Mountain forest by means of a Reconstruction Finance Corporation loan. The "preceding correspondence" is Ickes' letter and enclosure, above.

[2]The Hook-Brown bill would have authorized the Reconstruction Finance Corporation to lend to the Agriculture Department $30,000,000 for the purchase of 1,500,000 acres of hemlock-hardwood forests in northern Michigan and Wisconsin, such lands to be administered as national forests or as state forests under cooperative arrangements. The bill authorized the establishment of sustained-yield units comprising national forest and private lands, or national forest lands exclusively, within which national forest timber could be sold without competitive bidding. The House bill was introduced on March 4, and the Senate bill on March 17, 1941, but neither was reported from committee *(Cong. Rec.,* 77th Cong., 1st sess., 87:2, 1784, 2278).

[3]In this connection Smith said: "It is . . . very questionable that either economic or social justification can be found for locking against reasonable use any larger portion of these lands. On the whole they are hardly of National Park quality. In many places it has been repeatedly demonstrated that carefully managed timber utilization is not wholly incompatible with preservation of aesthetic values."

[4]Smith referred to other "critical areas" in the national pattern of forest-land ownership: the Cascade Mountain area, the California redwood forests, and the Quetico-Superior forest in Minnesota.

[5]An attached memorandum, Roosevelt to Smith, March 5, 1942, reads: "Will you talk this over with the Secretary of Agriculture and the Secretary of the Interior and let me have a report?"

1079 ROOSEVELT TO SENATOR ELBERT D. THOMAS OF UTAH CHAIRMAN, SENATE COMMITTEE ON EDUCATION AND LABOR

[WASHINGTON] *March 16, 1942*

DEAR ELBERT: You are dead right about the danger of forest fires on the Pacific Coast.[1] It is obvious that many of them will be deliberately set on fire if the Japs attack there—and even if they do not attack there. I don't think people realize that both the CCC and the NYA are doing essential war work and that if they are abolished some machinery will have to be started to take their places—and probably at a net increased cost.

I have just sent Kenneth a letter, of which I enclose a copy.[2]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 268:CT]

[1]Thomas, writing March 13, 1942 (OF 268), said that the McKellar bill (S. 2295), to abolish the Civilian Conservation Corps and the National Youth Administration, was before his committee, but that he was opposed to the bill, believing that the western forests needed more rather than less protection.

[2]See below.

1080 ROOSEVELT TO SENATOR KENNETH MCKELLAR OF TENNESSEE

[WASHINGTON] *March 16, 1942*

DEAR KENNETH: I hope you will come down and talk with me before anything more is done about S. 2295, which in effect provides for terminating the CCC and the NYA.

At the present time both of these organizations are engaged mostly on essential war work.

Just for example, we cannot afford to let the national forests go without fire protection. I am much worried about deliberate attempts to set our West Coast forests (and others too) on fire this Spring and Summer.

Similarly in NYA the bulk of their work is training workers for munitions plants. This work has to be done by somebody. If we set up wholly new machinery it will cost the Government more.

I hope you will run down and give me your ideas.[1]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 268:CT]

[1]This bill, introduced by McKellar Feb. 23, 1942, was not reported *(Cong. Rec.*, 77th Cong., 2d sess., 88:2, 1509). McKellar replied March 17, 1942 (OF 268), that he would be glad to discuss the matter at any time; he saw the President on March 21 (PPF I—O).

1081 ROOSEVELT TO HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *March 17, 1942*

MEMORANDUM FOR THE DIRECTOR OF THE BUDGET: I approve your recommendations of March 14th in regard to C. C. C.[1] The consolidation of it with N. Y. A. should be by executive order and not by the legislative route.

In regard to C. C. C., I would keep a skeleton organization going here in Washington with two or three definite orders.

(a) Take boys under twenty, giving preference to those who need physical rehabilitaiton in order to fit them for service in the army.

(b) Confine the C. C. C. work to forest fire prevention and looking after the bare maintenance of a number of national monuments or historic sites where they are now used.

In regard to N. Y. A., you might talk over the situation with Aubrey Williams—confine their work almost exclusively to the defense training program.

F.D.R.

[13:OF 268:CT]

[1]Smith recommended against legislation to consolidate the Civilian Conservation Corps and the National Youth Administration because, he said, ". . . this legislation looks more and more like a youth program for the post-war period, and I feel definitely that it will be murdered if presented to Congress at this time" (OF 268).

1082 WAYNE COY, ACTING DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, D. C., *May 16, 1942*

MEMORANDUM FOR THE PRESIDENT: . . . On December 26, 1941 Secretary Wickard wrote you expressing the view that new forestry legislation is urgently needed. On December 29 you advised him to go ahead and try to work it out on the basis of Senator Bankhead's bill, S. 2043, which is designed to carry into effect the recommendations made last Spring by the Joint Congressional Committee on Forestry. You further advised that creation of subsidies to tree owners should be avoided, that action programs should be wholly Federal with "matching" requirements eliminated, and that special consideration should be given to farm woodlot owners.

Agriculture now wishes to report to the Senate upon the Bankhead bill by presenting a redraft covering the whole field of needs in forestry as envisioned by the present leadership of the Forest Service. During the past few months this proposed legislation has been thoroughly and jointly studied by representatives of Secretary Wickard and the Forest Service with members of my staff whose experience in and intimate familiarity with the forestry movement of this country extends back over 30 years. Upon this basis the principal legislative proposals of the Department and my recommendations with regard to each are presented as follows:

1. Federal Regulation of Forest Practices on Private Lands. The Secretary of Agriculture would be authorized to classify all privately-owned land in each State as either forest or nonforest land and through a system of National and local advisory boards, with the Forest Service as the action agency, determine the area of forest land on which operating practices would be regulated, formulate rules of practice, place these rules in effect, and enforce compliance. All "small woodlots the forest products of which are wholly or almost wholly (1) used by the owner for domestic nonindustrial purposes," (2) not marketed in commerce would be exempted from regulation. This would exempt many but not necessarily all farm

woodlots.

The views of foresters and other qualified persons, whose interest in the better management of our forest resources is undoubtedly sincere, as to the necessity for and desirability of public regulation of forest practices, are widely divergent.

Few would deny the principle that the State should, if necessary, utilize its police power to keep forest land productive. Forest practices on private lands which would go beyond this minimum that legislation can reasonably be expected to bring about will be adopted when and only when private owners are convinced that such practices will pay. Many, perhaps most owners, have not been as open to conviction on the point of profit possibilities as they might have been, and foresters generally have been less active in determining the profit possibilities of refined forest practices than in urging their adoption.

The State foresters generally are opposed to Federal regulation. The American Forestry Association favors regulation, where found necessary, by the States rather than the Federal Government. This Association also has strongly urged that the highly controversial issue of forest regulation should be set aside until the war is won. The professional Society of American Foresters endorses public regulation to the extent necessary in any local situation but appears to lean toward State rather than Federal control. Forest industrial interests would, of course, fight vigorously this regulatory proposal.

This office believes that the need for public regulation and particularly Federal regulation of private forest practices has not been convincingly demonstrated. In general the protection of our forest resources and the application of sound practices in the management of these resources are making steady consistent progress each year. Despite the tremendous drain on our forests, arising from the current war, the danger of a timber shortage in the United States is steadily passing. I believe that with reasonable intensification of protection and cooperative action along the lines of research, education, technical advice and assistance, our public and private efforts will insure a growth of timber much more than sufficient to supply all consumption requirements. The economic problem of forestry in the United States is more likely to be one of markets than one of production. The introduction of legislation providing for Federal regulation in this field will certainly arouse a major controversy and would be particularly untimely now when unity of effort is so essential. The cost of a regulatory system such as is now proposed cannot be exactly determined but first year cost would probably not be less than $3,000,000 and this figure would undoubtedly increase year by year.

I recommend that the proposal for Federal regulation of forest practices on private lands be held as not at this time in accord with your program. *OK*[1]

2. Intensified Cooperative Forest Fire Protection. Under the Clarke-McNary Act of 1924 annual appropriations of not to exceed $2,500,000 are authorized for the cooperative Federal-State-private system of forest fire protection on State and private lands. The Department proposes an increase in the annual authorization to $9,000,000 and would eliminate the present requirement that State and private expenditure equal the Federal contribution.

This cooperative protection program which had its inception even before the enactment of the Clarke-McNary law has made steady and most gratifying progress for over 30 years. There remains the need for intensifying and expanding the program to the point of complete coverage. While I readily agree that a "matching" requirement may and frequently does seriously interfere with effective action in desirable programs, the present system of cooperative effort is in this instance thoroughly and successfully established, and a waiver of the matching requirement for the future might result merely in the assumption by the Federal Government of a greater proportionate share in the total program, rather than in the desirable

more complete coverage.

I recommend your approval of the proposed increase in appropriation authorization and retention of the "matching" provision. *OK*

3. Cooperative Farm Forestry. Annual appropriations up to $2,500,000 would be authorized for intensified technical advice and assistance to farmers in connection with their woodlots. No matching of Federal expenditures would be required.

Your approval is recommended. *Approve "a very inexpensive program based on the County Agent system."*

4. Insect and Disease Control. The Secretary would be authorized directly or in cooperation with States and private owners to make surveys and undertake action programs designed to control or suppress forest insect pests and tree diseases, with appropriations in such amounts as Congress might from time to time determine to be necessary. No matching of expenditures would be required. The aim would be to discover and treat diseases and infestations in their incipient stages, thus reducing the necessity for large appropriations for eradication or suppression such as we are now forced to make in the white pine blister rust, Dutch elm disease, and similar programs. The annual cost aside from that of eradication or suppressing diseases or insects which might still get out of hand would approximate perhaps $500,000.

Your approval is recommended. *No appro during war*

5. Forest Management and Utilization Extension. The Secretary would be authorized to expand and intensify the furnishing of technical advice and assistance to nonfarm forest land. Without any clear-cut basic legislative authorization the Forest Service now engages in this work with the commercial forest owners to a very minor degree. This office believes that if such work were reasonably intensified and effectively carried on very excellent results would follow. In fact it is believed that through such a program regulation would become less and less necessary.

Appropriations for this purpose would be authorized in such amounts as Congress might from time to time determine to be necessary.

Your approval is recommended. *OK*

6. Sustained Yield Management Units. The Secretary would be authorized to organize units consisting of intermingled or adjacent National forest and private timber lands for sustained yield management, or to designate such units consisting wholly of National forest lands. Within such units he would be authorized to sell National forest stumpage without competitive bidding. There are many cases where only through such a plan will it be possible to bring about sustained yield management and insure the permanent economic and social welfare of communities dependent upon the forest resources. No new special appropriations would be necessary, the legislation providing that the work done under this head be chargeable to the regular Department appropriations. Additional costs would probably not exceed $50,000 per annum.

Your approval is recommended. *OK*

7. Forest Credit. Long and short term credit would be provided through Farm Credit Administration facilities with specialist personnel. Loans to cooperatives would be authorized for terms up to 20 years for general operating purposes.

It is believed that the proposed strengthening of the Federal forest credit facilities would be

very beneficial particularly with respect to the farm woodlot owners and other small owners of commercial forest properties.

Your approval is recommended. *OK*

8. Forest Cooperatives. The legislation would definitely promote the establishment of cooperatives which would result in greatly improved management and utilization of small forest holdings.

Your approval is recommended. *OK Forest Land-Leases—not in accord see previous files.*

9. Forest Insurance. The Federal Crop Insurance Act[2] would be amended to provide for insuring growing forests against loss of damage by fire, disease, or other natural causes in accordance with sound insurance practices, the premiums of such insurance to be computed and payable in cash. Federal crop insurance met with severe criticism in Congress this Spring and the future of the wheat and cotton insurance programs now in operation is most uncertain. I believe these programs might be further jeopardized if an attempt were made at this time to expand the field of coverage. Furthermore it is not believed that there is as yet any sound actuarial basis for forest insurance.

I recommend that the forest insurance proposal be held not in accord with your program. *OK*

10. Forest Survey. The Secretary would be authorized to complete and keep current the nation-wide survey of forest resources launched by the McSweeney-McNary Act of 1928 with annual appropriations in such amounts as found necessary.

Your approval is recommended. *OK*

11. Community Forests. The new legislation would broaden the authority provided in the Fulmer Act of 1935 to aid States and other local governmental units in acquiring and managing forest lands, with authority for appropriations aggregating $10,000,000, not to exceed $2,500,000 in any one year.

Theoretically the Federal expenditures in this program would be reimbursed through revenues derived by the States or local governmental units from the forest lands so acquired. On two occasions you have submitted estimates to Congress to make operative the very similar plan authorized by the original Fulmer act. These estimates were rejected by Congress. This office regards the proposed plan as not at all likely to be self-liquidating and generally unsound.

I recommend disapproval of this proposal. *OK*

12. National Forest Planting. At present the annual expenditures for nursery and planting operations under the regular National Forest appropriations are limited to $400,000. The new legislation would remove this limitation.

I recommend your approval. *OK*

13. Financial Contribution in Lieu of Taxes to Local Governments. "Conservation lands" would be defined as (1) National forests, and (2) lands held under Title III of the Bankhead-Jones Farm Tenant Act. The legislation would authorize the payment to the States of 25 percent of the gross receipts from timber sales on such lands, but not exceeding 3/4 percent per annum of the value of the timber on such lands, plus 25 percent of all other receipts from such lands and an additional sum if necessary to make the annual return to the State equal to 3/4 of 1 percent of the cost of the lands.

Various plans are now in effect for payment to the States in lieu of taxes on lands acquired by the Federal Government. While the plan now proposed for the National forest and Bankhead-Jones lands is not specifically objectionable, if new legislation of this sort is to be enacted it should be sufficiently comprehensive to cover all forms of nonurban Federal land acquisition and harmonize the different formulas now in effect.

I recommend your approval if amended as above suggested. *OK*

14. National Forest Acquisition. Federal acquisition of critical areas of privately-owned forest lands bearing commercial stands of timber would be authorized until 1960 through use of Reconstruction Finance Corporation loans limited, at any one time, to $250,000,000. This program is designed to be self-liquidating over a long term of years, the revenues from the lands so purchased to be used for repaying the RFC loans with interest at 3 percent. In the event that such revenues were insufficient to repay any loan within 60 years from the date there of the Treasury would make up the deficit from funds not otherwise obligated.

This authorization would make widely applicable the plan proposed in the Hook bill, H. R. 3793, to provide for acquisition of the Porcupine Mountain area and adjacent lands in the Michigan peninsula.

Your approval is recommended. *OK*

WAYNE COY

[13:OF 79:TS]

[1]This and the succeeding italicized notations were made by Budget Director Smith in the course of a review of the memorandum with Roosevelt at the White House on May 13, according to an attached note, Coy to Roosevelt, May 16, 1942.

[2]Title V of the Agricultural Adjustment Act of 1938 (52 *Stat.* 72).

1083 ROOSEVELT TO HAROLD D. SMITH, DIRECTOR, AND WAYNE COY, ASSISTANT DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *May 19, 1942*

MEMORANDUM . . . In regard to forestry legislation, I think that at this time, and until the war is over, the following policy should be followed without any further action on the part of the Federal Government:

1. There should be no Federal legislation providing for Federal regulation of forestry practices on private lands.

2. In regard to the problem of the farmer's wood lot within slightly larger areas, while regulation should not be started we ought to start a very inexpensive program based on the county agent system, with the objective of instruction and advice to the farmer on his tree crops in the same way as we now give it to the farmer on his annual agricultural crop production.

The need for this has come to me very forcibly during the past year. I know of very many cases where timber cruisers have gone to farmers and have offered them a price far below market value for special types of trees. The farmer has been glad to get the cash and has not known how to find out what the real value of his trees is. For instance, in Georgia I know of

a number of farmers who have sold their trees on the stump for 50% of the stumpage value. The same thing has been true in Dutchess County where many people have sold excellent timber for $8.00 a thousand, when they could have got $16.00 a thousand. Furthermore, the farm wood lot stumpage sales have in most cases contained no provision for the removal of tops or for the preservation of the other trees. Slash operations have been the rule rather than the exception.

I should like to have the Department of Agriculture study this subject with the objective of providing three things for the average farm wood lot owner:

(a) The real value of the timber

(b) The safeguarding of the removal of the timber

(c) What types of trees he should encourage and what types he should get rid of.

Finally, I am inclined to think that through the county agent system it might be possible to get even a part time agent who knows enough about the subject to start a policy, which I hope will later become general, and which ultimately can be handled by forester experts.

I approve your recommendation in regard to fire protection.

Your paragraph No. 3 is covered at the beginning of this letter.

I do not believe that in time of war we can afford to increase appropriations for insect and disease control.

I approve your paragraphs Nos. 5, 6, 7, 8, 9, 10, 11, 12, 13 and 14.

F.D.R.

[13:OF 149:TS]

1084 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR, AND CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE

WASHINGTON, *June 1, 1942*

MEMORANDUM . . . Can you get together and present a united front in regard to the acquisition of the Porcupine Mountain area? I understand a large part of it is owned by General Motors. How about an effort to get them to deed all their acreage on the basis of their getting lumber out of it by the selective cutting process, spaced over a number of years in the post-war period? That would insure the right kind of cutting—and General Motors ought to be very liberal with the Government.

I am told that we ought to have 150,000 acres and that a large portion of this has already been lumbered and should be treated as a reforestation project. Also, I am inclined to think that 50,000 acres in the heart of it should be kept as a National Monument or National Park — in its original condition without cutting.

What do you think?[1]

F.D.R.

[13:OF 149:CT]

[1]Ickes replied (June 10, 1942) that National Park Service Director Drury would visit the area and that a conference would then be held with the Agriculture Department. Wickard replied (June 26, 1942) that this procedure was satisfactory, and writing again on July 22, said that the two departments had agreed on amendments to the pending bills H. R. 3793 and S. 1131 (OF 149).

1085 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *June 8, 1942*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: I have signed H. R. 2685 authorizing the disposal of recreational demonstration projects—by turning them over to States under certain conditions.[1]

I think the authority granted is good but I hope that you will be guided by certain circumstances which are important from the long range point of view. I suggest a few of these:

(a) I do not think we should give up those recreational areas which lie along any possible through parkway. I have in mind the Catoctin recreational area which would undoubtedly be traversed by any expansion of the Skyline Drive through Maryland and Pennsylvania to connect with Bear Mountain Park and the Berkshires.

(b) I do not think we should give up any recreational area which at a later period could be greatly extended into a national monument or a national park.

(c) Very strict supervision by the Interior Department over state or local management should be established in order to assure adequate upkeep and improvement.

(d) We should encourage States to adopt laws similar to the New York laws under which a very large number of State parks have been created for scenic and recreational purposes.

(e) I think we should encourage the payment of a small fee for the use of these areas so as to get back as much as possible of the cost of upkeep. The New York State parks, large and small, are very nearly all on a paying basis.

F.D.R.

[13:BUDGET BUREAU ENROLLED BILLS:CT]

[1]Approved June 6, 1942 (56 *Stat.* 326), H. R. 2685 authorized the Secretary of the Interior, with the approval of the President, to convey or lease without charge certain of the Federal recreational demonstration projects to the states or their political subdivisions, and provided also that certain of the projects might be added to existing national parks and monuments. An earlier bill to accomplish these purposes had been vetoed (see *ante,* 940).

1086 ROOSEVELT TO HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET

[WASHINGTON] *June 17, 1942*

MEMORANDUM FOR THE DIRECTOR OF THE BUDGET: I wish you would make it

clear, on my behalf, to the Appropriations Committee in the Senate that the elimination of the CCC will call for a wholly separate appropriation to take its place in two of the CCC activities.

The first is the need for forest fire protection, especially on the Pacific Coast and back as far as the Rockies, where we must guard against Japanese incendiary bombs and incendiary fires during the dry season. This is an essential for our national future.

The second is the building of roads and other facilities for camps. These have to be built by someone and I shall have to ask for a special appropriation to let the work out by contract instead of having it done by the CCC.

Make it clear that the abolishing of the CCC saves the nation no money.[1]

F.D.R.

[13:OF 268:CT]

[1]The Civilian Conservation Corps had at this time 158 camps working on military reservations, 42 more camps were about to be assigned to similar work, and 150 camps were to be assigned to forest protection. CCC Director McEntee estimated that to do this indispensable work with other labor would cost $125,000,000. Since the CCC budget called for $80,000,000, abolishing the agency would cost the Government $45,000,000 (McEntee to McIntyre, June 16, 1942, OF 268).

1087 ROOSEVELT TO SENATOR HENRIK SHIPSTEAD OF MINNESOTA WASHINGTON, *July 30, 1942*

MY DEAR SENATOR SHIPSTEAD: I thank you for bringing to my attention the letter addressed to you by Mr. Al Belair, Secretary, Allied Sportsmen, Inc., of Minnesota, under date of July 12, 1942. Mr. Belair's letter is returned, as requested.[1]

The Quetico-Superior Committee, created by me in 1934, has recommended the establishment of an international reserve in the Quetico-Superior Area. It has also recommended that the administration of this Area, both within the United States and Canada, be left in the agencies which now exercise it, but that the two Nations join in a treaty which would permanently assure harmonious administration. Through the Secretary of State, I have informally indicated to the Dominion Government my approval of the Committee's recommendations. It appears from that Government's response that the negotiation of a treaty should be deferred until the conclusion of peace. In the meantime the Quetico-Superior Committee has received assurances from officials of the Ontario Government that lumbering within the proposed reserve will be carried on, in so far as possible, so that the recreational opportunities and the natural beauty of the area will not be destroyed. You may assure Mr. Belair that on the Minnesota side of the border the Indian Service of the Department of the Interior and the Forest Service of the Department of Agriculture are actively cooperating with the Quetico-Superior Committee and are pursuing the same objectives.

Although Mr. Belair does not refer to the attitude of the State of Minnesota, I assume that his desire to have Federal protection for this area immediately assured by treaty arises from a change in policy of the Minnesota Department of Conservation. Until recently the program for Federal acquisition of this border area apparently had the approval of that Department. The State Conservation Commission in 1935 invited Federal acquisition of certain areas outside of the Superior National Forest. This action followed express approval of the program by Governor Floyd Olson. More recently, however, the State Department of Conservation, presumably with Governor Stassen's approval, has indicated a hostility to the extension of

Federal control. I believe that the whole of the Quetico-Superior Area should be under Federal administration, for the project is of national interest.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1119:CT]

[1]A copy is with Shipstead's covering letter of July 15, 1942 (OF 1119). Belair, on behalf of Allied Sportsmen, Inc., of Minnesota, urged the immediate conclusion of a treaty with Canada to assure the future preservation of the Quetico-Superior region as a wilderness area.

[2](Drafted by the Interior Department.) The existence of the Quetico-Superior Committee was extended for another four-year term by Executive Order 9213, issued Aug. 4, 1942. Ickes reviewed the committee's progress in a letter to Roosevelt of June 23, 1942 (OF 1119). In 1948, under the Thye-Blatnik Act of June 22, 1948 (62 *Stat.* 568), Congress authorized expenditures up to $500,000 for the condemnation and purchase of lands in the area threatened with exploitation by hotel and resort owners. On Dec. 17, 1949, President Truman issued Executive Order 10092 barring air traffic over the "Roadless Areas" reserved for canoe travel. The legality of the executive order was challenged in the courts but was upheld: see Russell P. Andrews, *Wilderness Sanctuary* (ICP Case Series: Number 13, revised, Swarthmore, Pa., 1954).

1088 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *September 29, 1942*

MY DEAR MR. PRESIDENT: The enclosed memorandum, which has been summarized by Under Secretary Fortas, will answer at least in part some of the questions that you asked about lumber at a recent Cabinet meeting.

Sincerely yours,

HAROLD L. ICKES

[13:OF 446:TS]

1089 *[Enclosure]* ABE FORTAS, UNDER SECRETARY OF THE INTERIOR, TO HAROLD L. ICKES

WASHINGTON, *September 24, 1942*

MEMORANDUM FOR THE SECRETARY: I have made a "brief" abstract of Mr. Muck's memorandum[1] for you:

The timber supply and mill capacity are adequate to meet the present unprecedented demand for lumber. However, the skilled labor, and in some areas the unskilled labor, available to convert standing timber into logs and lumber is inadequate.

The national lumber requirements for the year 1942 have been estimated by the war agencies at about 29 billion feet B. M. This is about 10 percent above last year's lumber consumption.

Lumber production is currently running about 8 percent below last year, and during the second quarter of 1942 consumption exceeded production by approximately 13 percent. Accordingly, lumber stocks at the mill are being rapidly depleted. Action will be needed to

hold mill and woods labor, to lift the embargo on Canadian logs, and to secure sufficient logging machinery and parts, particularly tires, to maintain maximum operating efficiency.

The danger of over cutting is not yet serious except with respect to certain species of which there is a limited volume available in the United States. This is particularly true of spruce in the Pacific Northwest.

Canada, our major source of softwood lumber imports, has directed the allocation of 75 percent of the production of coastal lumber mills in the province of British Columbia to fill Canadian, United Kingdom and British Columbia requirements. The United States, which formerly took 50 percent of this production, has accordingly been limited to half that amount.

This Department has set a production goal of approximately one billion feet B. M. of timber from the Oregon and California Revested lands and from Indian lands for the year 1942. During the fiscal year 1942, a total volume of 456,131,000 feet B. M. having a value of more than a million dollars was cut from the O. and C. forests. The volume of timber cut and marketed during the year 1941 was 383 million feet B. M., reflecting a production increase for the year 1942 of approximately 75 million feet B. M.

One hundred and ninety-five new timber sale contracts were completed covering the O. and C. lands during the fiscal year 1942, involving 482,271,000 feet B. M., for which the purchasers agreed to pay a total of $1,356,820.

The sale of timber from Indian forests was also increased during the fiscal year 1942 and the income received was substantially increased by reason of the advance in stumpage prices which occurred. It is expected that the volume depleted during this period will approximate 600 million feet B. M. and that the value received will be in the neighborhood of $2,000,000.

This increase in lumber production on Department lands has been conducted in full accordance with the Department's conservation policies and the legal requirements with respect to the application of the principles of sustained yield forest management.

As a result of action by this Department, plans have crystallized for the development of the large supply of spruce in Alaska and the opening up of State lands on the Olympic peninsula. It has been predicted that approximately 60 million feet B. M. of Alaska spruce could be made available during the year 1942. However, it appears that a volume of not over 10 million feet can be delivered from Alaska during the current year.

Based on figures now available, it has been estimated that the requirements of the United Kingdom for Sitka spruce for the period July 1, 1942, to December 31, 1942, will be approximately 12,367,000 feet B. M., and that production during this same period for the United Kingdom in the United States will be approximately 5,352,000 feet B. M. Estimates of requirements for the United States for the period July 1, 1942, to December 31, 1942, have now been placed by the War Production Board at 9,500,000 feet B. M., and potential production for that period for the United States has been estimated at 8,000,000 feet B. M.

In view of the impending serious shortage in the supply of spruce, there is every reason to believe that opinion demanding the cutting of the spruce timber in the Olympic National Park will become more and more manifest. There is no denying the fact that this timber is accessible and that it could be placed on the market in a comparatively short period of time. The question as to whether it should be developed in the interest of the war is one of national policy which in my judgment should receive your careful consideration.

The forest protection program of the Department was greatly strengthened early in the year 1941 by reason of its connection with the Facility Security Program of the Office of Civilian

Defense, and the close cooperative relationships established with the Forest Service of the Department of Agriculture and State and private protection agencies. Protection programs were effected upon the enactment of the Sixth Supplemental National Defense Appropriation Act for 1942-43 which appropriated $812,000 for the protection of forest, brush, and grass lands under the jurisdiction of this Department and $800,000 for the protection of mineral resources and facilities, including petroleum. An additional appropriation of $95,900 for the protection of forests was contained in the Interior Appropriation Act 1943, thus making a grand total of $907,900 in addition to the regular funds appropriated to the land-management agencies of the Department for protection purposes. For the first time in the history of the Department a comparatively adequate plan of protection for the resources under its jurisdiction is in effect.

ABE FORTAS

[13:OF 446:TS]

[1]Lee Muck was an assistant to Secretary Ickes. His memorandum to the latter, Sept. 18, 1942, is present.

1090 CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *October 12, 1942*

DEAR MR. PRESIDENT: At a recent Cabinet meeting you raised questions (1) about the relationship between the drain on our forests from cutting and other causes and forest growth, and (2) whether the amount of destructive cutting had increased.

Your reference to an adverse 4 to 1 drain-growth ratio of some years ago and a present 2 to 1 ratio applies to the larger timber—that of saw-timber size.

Actually the estimates, both of which were made by the Department, are not comparable. One among several reasons for this is the fact that the first represents the best approximation which could be made some 20 years ago from very meager data. The second is based mainly on our Nation-wide forest survey, which has now covered approximately half of our forest area.

Forest growth has not increased by any such amount as the two estimates indicate. Growth has increased from a gradual expansion in fire protection and from better practices by some forest owners. But this has largely been offset by a continuation of bad cutting practices.

Recently, with the tremendous lumber demands which have characterized World War II, destructive cutting has increased. I am appalled at the reports which are reaching me of its extent and severity. Ninety-five percent of our cutting is on private land. Probably not over 20 percent of present private land cutting is with any conscious intent to maintain forest productivity. More than at any time in the past the land is being skinned of everything big enough to make a 2 x 4 or a piece of car blocking. This is particularly true in our second growth eastern forests and on the smaller holdings.

Incidentally, the ratio of drain to growth is much higher than average in the larger high-quality saw-timber material. This is where we are now having special difficulty in meeting our requirements—for example, in spruce and birch for airplanes, Port Orford cedar for separators in storage batteries, oak for ship timbers, and Douglas fir for plywood and ship decking. In fact, we are having great difficulty in maintaining the production of lumber in general. One of the main reasons is the depletion of forest resources in many areas due to destructive cutting practices in the past.

I am convinced that we can meet war requirements for forest products without destroying the young growth upon which continuing productivity depends. Destructive cutting is not necessary to maintain output.

Destructive cutting now is going to hurt us in the post-war period in meeting civilian demands, in supplying jobs, in progress toward curing sore spots in our social and economic system caused by bad forest practices.

I believe that the whole problem of meeting war requirements and at the same time maintaining the productivity of our forests unimpaired can be met much more wisely. In the near future I want to suggest ways and means for doing this.

Respectfully,

CLAUDE R. WICKARD

[13:OF 149:TS]

1091 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, D. C., *Oct. 28, 1942*

MEMORANDUM FOR THE PRESIDENT: Reference is made to your memorandum of March 5, 1942, addressed to me,[1] transmitting a letter from the Secretary of the Interior dated March 2, 1942, with respect to the acquisition and preservation of the Porcupine Mountains and to the request contained in your memorandum that I talk this matter over with the Secretary of Agriculture and the Secretary of the Interior and give you a report thereon.

This office has been endeavoring for many months to get an agreement between Agriculture and Interior on this proposal and we have just received a report on the subject from the Secretary of the Interior in which he concurs in the views and recommendations of the Secretary of Agriculture as to the principal objectives and features of the legislation.

There are, however, still two points of disagreement between Agriculture and Interior, namely, first, the Department of Agriculture recommends that the bills pending on the subject be amended by substituting the Commodity Credit Corporation for the Reconstruction Finance Corporation as a source of funds with which to acquire the property, on the premise that it would be more appropriate to finance this project as an agricultural project from funds of the Commodity Credit Corporation. The Interior Department does not agree with this conclusion and points out that financing through the Reconstruction Finance Corporation would be more appropriate. This office concurs in the position taken by the Interior Department on this phase of the proposal. Second, the Department of Agriculture recommends that the legislation be amended so as to provide that determinations with respect to the area and limitations of the Porcupine Mountains National Monument, proposed to be established by the bill, be determined jointly by the Secretary of Agriculture and the Secretary of the Interior, subject to the approval of the President. Interior Department is of the opinion that such a determination should be left to that Department.

While this office is not opposing the establishment of such a Monument, it proposes to advise each Department that there would be no objection to the submission of their proposed reports to the respective Congressional committees and leave to the Congress the determination as to the conditions and limitations that should be imposed with respect to the establishment of the

Monument.

As you are aware, considerable pressure is being brought about in Congressional sources for the clearance of the reports of Agriculture and Interior on this proposed legislation and unless you inform me to the contrary, I will advise the Department of Agriculture that its recommendation with respect to the amendment hereinabove referred to regarding the source of funds to be used for the acquisition of property, would not be in accord with your program, and advise each of the Departments that with this exception, there would be no objection to the submission of their respective reports to the Committee, notwithstanding the fact that there was a lack of agreement between them as to the conditions and limitations that should be observed in the establishment of the Monument.

HAROLD D. SMITH

[Notation: AS] OK FDR

[13:OF 149:TS]

[1]OF 79.

1092 CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE, TO ROOSEVELT

WASHINGTON, *October 29, 1942*

DEAR MR. PRESIDENT: At a recent Cabinet Meeting you asked me to prepare for your consideration a program to increase lumber production and to decrease destructive cutting practices. I forwarded my proposal under date of October 23.

At the time of your request I told you that we had been discussing such a program with WPB for several months, but had been unable to obtain definite encouragement until very recently when Don Nelson[1] told me that WPB was going to change its attitude.

I am now convinced that WPB does not intend to approve an effective program of this nature, because I have received another letter which makes reservations, and calls for further negotiations.

I am enclosing a chronological record of our unsuccessful efforts to work out a program with WPB. . . .

Sincerely yours,

CLAUDE R. WICKARD

[13:OF 446:TS]

[1]Donald M. Nelson, Chairman of the War Production Board.

1093 ***[Enclosure]***

The Proposed Forest Products Program of the Dept. of Agriculture Progress

1942

June 5 Secretary discussed the proposal with the President and then with Donald Nelson.

June 15 The Secretary wrote to Donald Nelson suggesting that an agency in the Forest Service collaborate with WPB to stimulate production of lumber and other forest products, using Commodity Credit Corporation funds.

June 26 As a result a conference was held by representatives of WPB and Forest Service. Nathan[1] asked for specific plan and illustrative examples of its operation.

July 7 The above requested "General Plan—Illustrative Examples," and a proposed Memo of Understanding, D of A and WPB, reviewed in conference by the WPB representatives Alexander[2] and others and Forest Service people.

July 15 Six copies of revised General Plan, Illustrative Examples, and proposed Memo of Understanding, WPB and Department of Agriculture, sent WPB at its request for "WPB staff consideration" prior formal consideration by Mr. Nelson and Secretary Wickard.

August 7 Further conference with WPB representatives on above material.

August 11 Further conference with WPB representatives on above material.

August 26 Secretary formally transmitted above material to Nelson for final action.

August 27 Acknowledgement received from Nelson with suggestion that additional conference be held.

Sept. 9 WPB officials Alexander and Upson[3] held the "conference" with Forest Service representatives.

Sept. 10 All the above material revised slightly in accordance with conference agreements of September 9, sent WPB for final action.

Sept. 23 Secretary Wickard wrote Mr. Nelson again asking if any way in which he might help expedite action on proposed Forest Products Program.

Oct. 8 At Cabinet meeting, Nelson speaking to the Secretary, deplored delay in acting on the proposal.

Oct. 22 Reply from WPB (Nelson). Agreed "it would be desirable to have CCC in a position to finance"—small sawmills, etc. However, the proposal "should be modified" (concerning points on which full agreement reached with WPB representatives previously, i. e., non-"interference" with Central Procurement and non-"interference" with WPB). Nelson's Assistants—Alexander and Upson—directed to be "available to your staff to consummate such an arrangement."[4]

[13:OF 446:T]

[1]Robert R. Nathan, chairman of the Planning Committee of the War Production Board.

[2]Ben Alexander, an assistant to Nelson, was president of Masonite Corporation.

[3]Arthur T. Upson, chief of the Lumber and Lumber Products Branch of the WPB Bureau of Industry.

[4]An attached memorandum, Roosevelt to Rosenman, Nov. 2, 1942, reads: "Can you get at the bottom of this and

try to work it out?"

1094 ROOSEVELT TO FREDERIC A. DELANO, CHAIRMAN, NATIONAL RESOURCES PLANNING BOARD

[WASHINGTON] *November 6, 1942*

DEAR UNCLE FRED: Ever so many thanks for that mighty interesting report about the Arkansas Valley. I most certainly want to send it to Congress as a suggestion for a large post-war planned operation.[1]

Affectionately,

[FRANKLIN D. ROOSEVELT]

[13:OF 1092:CT]

[1]National Resources Planning Board, *Regional Planning, Part XII, Arkansas Valley, Preliminary Report* (October, 1942), sent by Delano with a letter of Nov. 4, 1942 (OF 1092). In this letter Delano referred to a talk by Roosevelt to the board, "soon after the T. V. A. got going," on the possibilities of the development of the Arkansas Valley.

1095 ROOSEVELT TO GOVERNOR ARTHUR B. LANGLIE, Olympia, Washington

[WASHINGTON] *November 20, 1942*

DEAR GOVERNOR: I am very happy to have the report on forestry by your Forest Advisory Committee.[1]

I do hope that while we are in the war we can prevent unnecessary waste and, if the war ends while I am still here, I hope to call a conference of the State Executives on the whole subject of commercial forestry, including commercially using forests on State or Federal forest lands.

It has long been my thought that we are confronted with two problems. First, year by year we are cutting more lumber in the United States than the annual growth. Therefore, with each succeeding year, lumber becomes scarcer. Second, we are coming into an era when lumber will be used more and more as a fiber with which to make composition materials of all kinds. That means a greater demand. We have not solved that problem yet, by a long way.

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

FDR/TMB

[13:OF 149:CT]

[1]*Let's Keep Washington Forests Growing* (Forest Advisory Committee: Olympia, 1942).

1096 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Dec. 21, 1942*

MY DEAR MR. PRESIDENT: On September 29, I submitted to you two memoranda on the

lumber situation generally and airplane spruce conditions in particular. Since that time, this Department has given consideration to the availability of and the need for cutting Sitka spruce on lands under our jurisdiction in western Washington.

The lands in question, known as the Queets Corridor and the Ocean Strip, were acquired with a view to ultimate incorporation in the Olympic National Park pursuant to Executive Order No. 6343 of October 18, 1933, under the National Industrial Recovery Act. They have not yet been given a national park status. I am advised that with your approval timber may be sold from such lands (Act of June 16, 1933, 48 *Stat.* 195, 202, Title II, sec. 203).

There is no doubt that there is an acute shortage of logs for the manufacture of airplane stock in the Grays Harbor and Puget Sound areas. A substantial amount of Sitka spruce that could be removed without serious impairment of scenic and recreational values, is available within the Queets Corridor area. This Department has been zealously devoted to the maintenance of primitive conditions in national park and monument areas, but the critical shortage of timber for airplane production for war purposes compels me to suggest a temporary deviation from that policy.

I accordingly request that you authorize me to sell, for war purposes, spruce and Douglas fir timber on the Queets Corridor and Ocean Strip lands in accordance with the principles of selective logging.

Sincerely yours,

[HAROLD L. ICKES]

THE WHITE HOUSE, December 24, 1942.

APPROVED:

[13:OF 446:CT]

1097 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *January 16, 1943*

MY DEAR MR. PRESIDENT: I enclose a memorandum with respect to your desire to set up the proposed Porcupine Mountains National Monument in Michigan. We, of course, are willing to introduce legislation but you will note that even if such a bill should pass, it would not include some of the area. Director Drury makes the suggestion to me that I may wish to confer with General Knudsen[1] to ascertain whether the General Motors Corporation would be willing to donate certain lands. I know General Knudsen so slightly that I have no reason to believe that anything that I might say would be influential. Moreover, I wonder whether he could speak now for General Motors. I suspect that you could designate someone else to do it with a better chance of results, unless, of course, you feel like doing it yourself.

Considering the fact that Senator Brown and Congressman Hook were both defeated in November, I shall await instructions from you before proceeding further.[2]

Sincerely yours,

HAROLD L. ICKES

[13:OF 149:TS]

[1]William S. Knudsen (1879-1948), former president of General Motors Corporation, was at this time director of production for the War Department on the War Production Board.

[2]Senator Prentiss M. Brown and Rep. Frank E. Hook of Michigan, sponsors of the Hook-Brown bill, mentioned in the enclosure.

1098 *[Enclosure]* NEWTON B. DRURY, DIRECTOR, NATIONAL PARK SERVICE, TO HAROLD L. ICKES

CHICAGO, *January 8, 1943*

MEMORANDUM FOR THE SECRETARY: This is to call to your attention the status of the proposed Porcupine Mountains National Monument, Michigan, which the President approved in principle when you submitted to him the letter of January 14, 1942 from Mr. Irving Brant 1 (copies attached).

On June 1, 1942 (copies attached) the President requested the Department of Agriculture and the Department of the Interior "to get together" on the acquisition of the area. This, you will recall was done through field conferences and by agreeing upon a suggested amendment of the Hook-Brown bill, which amendment would have authorized the establishment of a national monument comprising 45,000 acres.

The Department of Agriculture, however, did not submit a final report upon the bill because that Department wanted the purchase program to be financed by the Commodity Credit Corporation, whereas the Bureau of the Budget wanted the program financed by the Reconstruction Finance Corporation, as originally written in the bill.

Due to the defeat of Senator Brown and Congressman Hook, and drawing my inference from informal conferences with representatives of the Department of Agriculture, I believe it is doubtful that the so-called Hook-Brown bill will be reintroduced in the present session of Congress. The forest is being logged so rapidly that there is little hope of saving anything unless we act in the near future. One of the suggestions in Mr. Brant's letter was that General Motors Corporation might be interested in donating its lands within the proposed monument area (see attached map).[2] General Motors holdings do not include all the land that would be necessary for the proposed monument, but the Corporation owns an important part of the remaining virgin forest. The donation of these lands might pave the way for obtaining additional lands either by donation or through an appropriation by Congress.

It is suggested that you may wish to confer with Mr. Knudsen to ascertain whether General Motors Corporation would be willing to donate the lands.

There is attached a copy of *Planning and Civic Comment* for July, 1942, on pages 30-33 of which there are pictures of the Porcupine Mountains forest.[1]

NEWTON B. DRURY

[13:OF 149:TS]

[1]*Ante,* 1077.

[2]Present, as is the publication mentioned below.

[3]No action was taken by the Federal Government but in 1944 Michigan established the Porcupine Mountains State

Park in the area. This comprises about 50,000 acres.

1099 ROOSEVELT TO FREDERIC A. DELANO, CHAIRMAN, NATIONAL RESOURCES PLANNING BOARD

[WASHINGTON] *February 22, 1943*

DEAR UNCLE FRED: I am much upset over the Congressional attitude toward the National Resources Planning Board. The need for such studying and planning as your Board is doing is so obvious that I am very hopeful that the Senate will restore the appropriation.

I know that you and your staff can and will present a strong argument to the Senate Appropriations Committee for the full amount of $1,400,000 as requested for the Board in the Budget estimates.

Congressman Cannon's reply to my letter to him of February sixteenth is attached for your information.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

MHM/J

[13:OF 1092:CT]

[1](Drafted by McIntyre.) The Budget Bureau estimate for the National Resources Planning Board was dropped from the 1944 Independent Offices Appropriation Bill (H. R. 1762) by the House Appropriations Committee, of which Cannon (Mo.) was chairman. Roosevelt's letter to Cannon of February 16 was a request that the item be restored (OF 1092). Cannon replied Feb. 19, 1943 (OF 1092), that he thought it better strategy to try to get the appropriation restored in the Senate since the House committee was hostile. In the meantime, on February 17, an attempt was made in the House to secure favorable action. Representative Magnuson (Wash.) proposed an amendment to appropriate $415,000 for a "National Resources Planning Council" but a point of order made by Dirksen (Ill.) that there was no legal authorization for such an appropriation was upheld *(Cong. Rec.,* 78th Cong., 1st sess., 89:1, 1072). Roosevelt again requested an NRPB appropriation in identical letters to Representative Cannon and to Senator Glass, chairman of the Senate Appropriations Committee, both dated March 24, 1943 (OF 1092). The Senate, on May 27, 1943, approved an appropriation of $200,000, following a lengthy debate in which Taft (Ohio), Tydings (Md.) and Byrd (Va.) attacked the NRPB and its predecessors as being unauthorized, useless and dangerous. The House refused to accept the Senate action, however, and the Independent Offices Act as approved June 26, 1943, provided for the abolition of the National Resources Planning Board ns of Aug. 31, 1943 *(Cong. Rec.,* 89:4, 4942-4966; 89:5, 6044-6045; 57 *Stat.* 169).

1100 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO EDWIN M. WATSON, SECRETARY TO THE PRESIDENT

WASHINGTON, *February 27, 1943*

DEAR "PA": This is what I was telephoning to you about yesterday:

For some fifteen years John D. Rockefeller, Jr., has been offering to give, without cost, approximately 32,000 acres of land to the Government. This land will not cost the Government a cent. No strings are attached to the offer except that the land be used either as a park or a national monument. It is intended that the land should be included in the Teton Mountains National Park, or be set up with adjoining United States forestry land as a national monument.

This land has cost Mr. Rockefeller about $1,500,000. He has been paying taxes on it of $11,000 a year while waiting for the Government to say either "yes" or "no" to his offer. He is now almost 70 years old, and, with the heavy additional taxes that he will be called upon to pay, he wants to get his affairs in order. Before Christmas he wrote to me, and the day before Christmas itself, he called on me to explain that he could not continue to offer this land to the Government later than February 28, next. I promised to take it up with the President, having in mind suggesting to the President the setting up of a national monument, which can be done under the law.

There should be no publicity on this. My own view is that the President ought to set up a national monument before we lose an offer that will never be made again. We need this land, not only to round out our park holdings in the Grand Teton area, including Jackson Lake, but also because much of this land would afford winter feed for elk and deer, thousands of which are without sufficient forage during the winter.

Naturally, I am anxious to move. We have the Executive Order all drawn and it has been submitted to Director Smith of the Budget. I have Director Smith's authority to say that he is in favor of setting up this monument and doing it now. I hope for an early appointment with the President on this matter.[1]

Sincerely yours,

[HAROLD L. ICKES]

[13:OF 6—P:CT:PHOTOSTAT]

[1]Ickes had lunch with the President on March 12; the proclamation creating the Jackson Hole National Monument (No. 2578) was issued March 15, 1943. Rockefeller wrote to Roosevelt on March 17, 1943 (OF 6—P), that in establishing the monument he had "made possible the preservation for all time of the most uniquely beautiful and dramatic of all the areas set aside for national park purposes."

1101 ROOSEVELT TO GOVERNOR ARTHUR B. LANGLIE, Olympia, Washington

WASHINGTON, *March 15, 1943*

MY DEAR GOVERNOR LANGLIE: I am prepared to issue a proclamation adding to the Olympic National Park, approximately 20,600 acres of the area known as the Morse Creek Watershed, which is within the boundaries of the Olympic National Forest. A copy of the proclamation is enclosed.

Section 5 of the act establishing Olympic National Park, approved June 29, 1938 (52 *Stat.* 1241, 1242, 16 *U. S. C.* sec. 255), provides that "before issuing any such proclamation, the President shall consult with the Governor of the State of Washington, the Secretary of the Interior and the Secretary of Agriculture and advise them of the lands which he proposes to add to such park, and shall afford them a reasonable opportunity to consult with and communicate to him their views with respect to the addition of such lands to such park."

The proposed addition is desirable to simplify administration of the park, and to place a scenic area under the most suitable land classification. Permanent protection of the forest in this watershed is essential to the water supply for the City of Port Angeles.

Regional Director Tomlinson of the National Park Service and Superintendent Macy of Olympic National Park have maps showing in detail the land involved, and will be glad to

confer with you at your convenience, if you so desire.

I shall be pleased to have you communicate your views to me concerning this proposed extension.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1](Drafted by the Interior Department.) The addition included the greater part of Mount Angeles on the northern boundary of the park and a lake of the same name. It also gave the National Park Service control over the route from Port Angeles to the park. Governor Langlie replied March 25, 1943 (OF 6—P), offering no objection to the proposed enlargement. This was effected by Proclamation 2587, issued May 29, 1943.

1102 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *March 29, 1943*

MEMORANDUM FOR THE PRESIDENT: I have your memorandum of March 13 requesting my consideration of the letter of March 2 from Mr. Irving Brant concerning the Olympic National Park situation with special reference to the relationship of the Park timber to the war program.[1]

Mr. Brant has offered the following suggestions:

1. That action be expedited looking to the incorporation of the Morse Creek Watershed in the Olympic National Park.

2. That you direct a memorandum to me requesting that timber cutting in the Park be not approved until after consultation with you.

3. That lumber production for military purposes be put on the same basis as other critical materials without regard to the cost of production.

4. That consideration be given to the effect of the Canadian embargo on the export of logs to the United States.

An Executive Order providing for the transfer of the Morse Creek Watershed from the Olympic National Forest to the Olympic National Park is now in process.

With respect to the second suggestion, it is my judgment that the proposed memorandum to me is unnecessary since the development of the resources within the Park proper is specifically prohibited by the Act of August 25, 1916 (39 *Stat.* 535)[2] and could not be authorized without legislation or action by you under authority of the War Powers of the President.

The suggestion that the development of timber for war purposes be authorized without regard to the cost of production has been met in part by the War Production Board in cooperation with the Public Roads Administration, and machinery has been established providing for the construction of access roads to inaccessible tracts of timber as well as to undeveloped mineral deposits. I doubt if anything further can be done in this direction unless the Federal Government goes into the logging business in the States as it has done in Alaska—a policy

which I would hesitate to advocate at this time in view of the existing shortage of men and equipment in the lumber industry.

Mr. Brant's fourth proposal concerning the Canadian embargo on the exportation of high-grade logs to the United States is deserving of most careful consideration. British Columbia has very extensive resources and, until within the past two years, large volumes of logs have been exported to the mills in the State of Washington. In like manner British Columbia mills have drawn upon Washington log supplies and this interchange of materials between the two countries has operated to stabilize industry and employment. However, the placing of an embargo upon the exportation of logs from British Columbia has disrupted the interchange of logs and seriously upset conditions in the lumber industry in the Pacific Northwest.

In a letter dated September 1, 1942, from the Under Secretary of War to the Secretary of State, it was suggested that steps be taken by the Department of State to prevail upon the Canadian authorities to remove the log export embargo in effect in order that critical war demands might be met. I am not informed as to what steps were taken by the State Department but I am advised that the log embargo is still in effect with respect to the exportation of high-grade spruce and fir logs.

Under date of October 7, 1942, the War Production Board called a meeting on this question at which the Canadian Timber Controller was present. The Controller took the position that the Canadian industry could not spare any of its logs for export to the United States. This position was challenged by the War Department's representative who submitted for the record a memorandum dated October 6, 1942, over the signature of Colonel Clifford V. Morgan, Chief of the Materials Branch.[3] A copy of this memorandum is attached.

A consideration of the facts set forth in the War Department's memorandum has convinced me that it would be inadvisable to initiate action which would authorize the cutting of timber in the Olympic National Park until this Canadian embargo question is disposed of and until every other source of aircraft timber supply has been exhausted.

The Department fully recognizes the unfavorable balance which exists between the supply of and demand for aircraft lumber and is keeping in constant touch with developments. The situation is such that it may ultimately be advisable to make some of the spruce timber in the Olympic National Park available in the interest of victory. If such proves to be the case, I will submit proper recommendations to you for consideration.

Mr. Brant's letter is returned herewith.

HAROLD L. ICKES

[13:OF 6—P:TS]

[1]Roosevelt's memorandum, covering Brant's letter (OF 6—P), reads, "Will you be good enough to send me a memorandum on this?" Brant called attention to the fact that the Queets corridor, technically not in the park, had been opened to lumbering but that only one bid had been made for the lumber. Nearby state-owned timber drew no bids at all, "except for one tract." Brant said that this showed the speciousness of the argument that park timber was needed for war purposes.

[2]The act establishing the National Park Service.

[3]Of the Services of Supply. The memorandum is present.

1103 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *April 10, 1943*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: Are we doing anything about this Calaveras Sequoia Grove? If not, can we?[1]

F.D.R.

[13:OF 149:T]

[1]With this memorandum is a pamphlet, *Protect the South Calaveras Sequoia Grove*, by Irving Brant, published by the Emergency Conservation Committee, 734 Lexington Ave., New York (undated); see Ickes' rely, below.

1104 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *Apr. 30, 1943*

MY DEAR MR. PRESIDENT: The Calaveras groves of Sequoia gigantea, referred to in your memorandum of April 10, should be preserved. The North Grove has been acquired by the State of California and the South Grove is included in the State's park program.

The Director of the National Park Service spent much time over a period of some 20 years in helping to work out the Calaveras project.[1] The attached map shows the present status of the two groves. The North Grove State Park embraces 1,951 acres. It cost $275,000, of which the State provided one-half. The South Grove contains an area of 1,500 acres and can be acquired at an estimated cost of $250,000. The acquisition of this area is included in the present program of the California State Park Commission.

It is my judgment that these two groves should be a part of the California State Park System, since representative stands of Sequoia gigantea are already a part of the national park system. There are two courses which might be pursued, namely, (1) to encourage the State of California to acquire the lands, and (2) to amend existing legislation (45 *Stat.* 428) which provides for the transfer of certain forest lands to the State of California for park purposes; thus making it possible for the Federal Government to acquire the South Grove by exchange or purchase for transfer to the State when it is prepared to reimburse the Federal Government for the property.

The National Park Service is very much interested in this project and Director Drury expects to confer with the State Park Commissioners thereon in the near future. While the acquisition of the lands by the Federal Government would be a Forest Service undertaking, the National Park Service is in a position to assist in working out the details of the proposal.[2]

Sincerely yours,

HAROLD L. ICKES

[13:OF 149:TS]

[1]Before his appointment as National Park Service director in 1940, Drury was secretary of the Save-the-Redwoods League and executive secretary of the California State Park Commission.

[2]A copy of Ickes' letter was sent by Roosevelt by Brant (May 10, 1943, OF 149), with the hope that he would "take it up further with the Secretary." California acquired South Grove in 1954 through the efforts of many people and organizations, including the Save-the-Redwoods League and John D. Rockefeller, Jr., who gave $1,000,000

towards purchase of the forest. With an area deeded by the Federal Government in 1952 the state park now forms a preserve of over 5,000 acres.

1105 "STATEMENT MADE BY THE PRESIDENT UPON SIGNING S. 649, TO CONSENT TO THE REPUBLICAN RIVER COMPACT"

WASHINGTON, *May 26, 1943*

I am signing the Republican River Compact bill because I believe it offers a sound solution to problems of water allocation and utilization on that stream. The procedure prescribed by the bill for the exercise of the powers of the Federal Government would not be entirely satisfactory in all circumstances but the prospects in fact for the exercise of such powers in the Republican basin are not great. For streams where conditions are otherwise and there appears to be a possible need for Federal comprehensive multiple purpose development or where opportunities for important electric power projects are present, I believe the Republican River Compact should not serve as a precedent. In such cases the compact and the legislation should more adequately reflect a recognition of the responsibilities and prerogatives of the Federal Government.[1]

FRANKLIN D. ROOSEVELT

[13:OF 635:TS]

[1]The compact between Colorado, Kansas and Nebraska authorized by this bill (approved May 26, 1943) was intended to provide for the most efficient use and equitable distribution of the waters of the Republican River basin, and "to promote joint action by the States and the United States in the efficient use of water and the control of destructive floods" (57 *Stat.* 86). A similar act passed the preceding year had been vetoed because it sought to withdraw Federal jurisdiction from the waters of the basin (Budget Director Smith to McIntyre, March 31, 1942, Budget Bureau Enrolled Bills; *Cong. Rec.*, 77th Cong., 2d sess., 88: 3285-3286).

1106 ROOSEVELT TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT>

WASHINGTON, *June 10, 1943*

MEMORANDUM FOR MAC: Will you ask Mr. E. I. Kotok to let us have a report on this? Will you tell him I am adverse to opening up the Skagit to any lumbering?[1]

F.D.R.

[Notation: A] MHM did do 6/10/43

[13:OF 446:T]

[1]This refers to a letter from Roy S. Leonard to McIntyre, June 7, 1943 (OF 466), saying that the Forest Service proposed to permit the lumbering of the Skagit River area. Leonard was a Seattle public utilities man working in Washington for the War Production Board; Kotok was assistant chief of the Forest Service. See below.

1107 LYLE F. WATTS, CHIEF, FOREST SERVICE, TO ROOSEVELT

WASHINGTON, *June 18, 1943*

SUBJECT: PROPOSED NATIONAL FOREST TIMBER SALE SOUTHWEST OF

NEWHALEM, WASHINGTON IN THE DRAINAGE OF THE SKAGIT RIVER: Action on this proposed sale has been suspended pending decision by you. The facts are:

1. The timber is urgently needed in the war effort. Of the estimated total of about 30 million board feet of logs to be cut, 24 million will be Douglas fir. An unusually large proportion will be high-grade logs suitable for conversion into veneers, pontoon lumber, ship decking, long ship timbers, airplane lumber and other urgently needed materials. Such areas are now scarce in the Puget Sound territory. The western log and lumber administrator of WPB has emphasized the need for the logs from this sale in meeting present deficiencies in production.

2. The logs can be put on railroad cars at Newhalem with an unusually short truck haul, and therefore with relatively small consumption of strategic materials such as rubber and steel.

3. The sale area does not include any area used by tourists or recreationists based on the City of Seattle development at or above Newhalem.

4. Plans for the sale have been approved by Mr. Hoffman, Superintendent of the Seattle City Light Department, and by Mr. Kemoe, in charge of the City Light Skagit Tours.

5. The sale area is chiefly in the drainage of Newhalem Creek which enters the Skagit River from the south below Newhalem. This part of the area is not visible from the road or the railroad which follow the north side of the Skagit to Newhalem.

6. All that part of the sale area in the Skagit River bottom is across the river from the road and railroad. All of it and all of the area in Newhalem Creek suitable for that treatment is to be logged selectively, leaving virtually an unbroken crown cover. A light cut is to be made of about 30 percent of the stand volume in the largest and most mature trees.

7. The applicant (the North Bend Timber Company) has a trained, efficient crew, consisting in large part of local residents. It is just finishing cutting on another nearby area. If this crew is disbanded, the assembly and training of a new crew will be almost impossible under current conditions of shortage of skilled logging labor in the Northwest. The applicant Company has no other area of good quality timber in which to continue its operations.

I earnestly recommend that the suspension of action on the making of this sale be lifted, with the full understanding that the Forest Service has definite responsibility for so administering the sale as to protect the scenic and recreational values of the vicinity.

Very early action is essential if the continuous output of urgently needed high-grade logs by the applicant Company is not to be disrupted.

No sales in the Skagit River drainage above Newhalem are even under consideration.[1]

LYLE F. WATTS

[13:OF 446:TS]

[1]In an accompanying memorandum to Roosevelt of June 19, 1943, McIntyre summarized Watts' memorandum and said: "I am sending it up instead of holding it because Mr. Watts points out that it is a matter in which a speedy decision should he made." See below.

1108 ROOSEVELT TO MARVIN H. MCINTYRE, SECRETARY TO THE PRESIDENT

WASHINGTON, *June 24, 1943*

MEMORANDUM FOR MAC: Will you tell the Chief Forester to let it proceed?[1]

F. D. R.

[Notation: A] MHM did do 6/24/43

[13:OF 446:T]

[1]This refers to the preceding memorandum.

1109 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO ROOSEVELT

WASHINGTON, *July 21, 1943*

MY DEAR MR. PRESIDENT: Irving Brant, who knows more about the lumber situation in Olympic National Park than anyone in my acquaintance, has written me a letter that I am sure will interest you.

Sincerely yours,

HAROLD L. ICKES

[13:OF 6—P:TS]

1110 *[Enclosure]* IRVING BRANT TO HAROLD L. ICKES

CHICAGO, ILLINOIS, *July 7, 1943*

DEAR MR. SECRETARY: Newton Drury has shown me his proposed report on Sitka spruce in the Olympic National Park. While I understand from him that they outline concessions to which he is opposed, but which he fears may become necessary later, I can't help feeling that this is a time for an "offensive defensive" rather than the charting of a line of retreat. Also, I feel that the matter involves some new dangers to the entire park and monument system.

The only reason assigned for opening the park to lumbering is a shortage of manpower in the lumber camps. It is therefore argued that available lumberjacks should be used in the timber easiest of access, which is said to be in the park. There is no actual shortage of timber outside, and a call for bids for some state-owned timber actually produced not one bidder.

Why is there a shortage of lumberjacks? Because they have been lured into shipyards and airplane factories by higher wages, or have been drafted. The argument for opening the national park to lumbering therefore comes down to this: That all future generations, as well as we ourselves, should be deprived of the scenic and recreational and scientific value of these big trees and rain forests, because we haven't sense enough to send a few hundred men back into the work for which they are trained. That's about as monstrous a failure of democracy as I ever heard of.

You and I both know, of course, that the real drive behind this call for lumbering is the desire of timber interests at Gray's Harbor and elsewhere to exploit and despoil; also that the lumber decisions of the War Production Board are being made by people who have never been sympathetic toward the park. . . . Neither the War Department nor the Manpower

Commission, left to itself, will lift a finger to send lumberjacks back into the woods, for the purpose of saving this park from ruin. They will act only if the President orders them to, and probably only if he issues the orders two or three times. I don't see how he can refrain from acting if he understands that the cutting is absolutely needless, and that the area threatened with destruction is the portion of the park which he has always been most anxious to preserve—the Hoh, Bogachiel and Queets River Valleys. The unhappy results of the cutting in the Queets corridor is enough to show what the devastation will be, even under the most carefully supervised cutting.

I note what Mr. Drury says about eliminating these river valleys from the park if they are to be lumbered, and agree with him in theory but would go somewhat farther than he did (in conversation) in pointing to the danger found in any method of elimination. He is unquestionably right in saying that Congress should not be asked to make an elimination—that would set all the hounds of the Northwest converging on Washington. I think it would be a great misfortune to have even a legal ruling that the President has power to make such an elimination by proclamation. Based, as it apparently would be, on a distinction between the status of land placed in a park by Congress, and by the President under authority derived from Congress, it would not be limited to war power (which would be equal in relation to both classes of land), but would unsettle all the national monuments in the country. The Wallgren Bill[1] was worded so that it would not give sanction to the action of President Wilson in cutting down the Mt. Olympus National Monument during the first World War. It would be far better, in my opinion, to leave a despoiled area in the park than to open other areas to despoliation by the influence of pressure groups upon future Presidents.

But it will be a crime and a dereliction if a manpower shortage which can be remedied by one positive order is allowed to ruin these last scenic forests of the Northwest. It is not a case of putting these forests ahead of the lives of soldiers. If any soldiers die because of a shortage of lumber, the fault will lie upon those who drafted the lumberjacks out of the woods, or allowed them to shift to higher paid war jobs which could be done by men and women without their training.[2]

Sincerely yours,

IRVING BRANT

[13:OF 6—P:TS:PHOTOSTAT]

[1]The Olympic National Park Act of 1938.

[2]Roosevelt sent Brant's letter to Forest Service Chief Watts with a memorandum of July 23, 1943 (OF 6—P), reading, "For your information and please return for my files." Watts returned the letter with thanks for having had the opportunity to see it (Watts to Roosevelt, July 24, 1943, OF 6—P).

1111 ROOSEVELT TO FREDERIC A. DELANO, Newburgh, New York

[WASHINGTON] *August 31, 1943*

DEAR UNCLE FRED: Congress may have abolished the National Resources Planning Board, but it can't stop the good work of planning to which you have given so many years of hard work. By the way your report on the "Unfinished Business of Planning" reads, it looks as if you had really succeeded in making planning popular in business and in states and cities.[1] The work of the Board may not have pleased some members of Congress, but it certainly seems to have convinced the country of the need for a lot more planning.

I am writing to your colleagues today to give them a personal word of thanks for all they have done, but the principal thanks go to you as the Chairman and responsible leader of the organization and movement.[2] I hope you feel the satisfaction in what you have accomplished which the work so obviously justifies. It has been a grand job and grand fun in the doing.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

WDH—MMS

[13:OF 1092:CT]

[1]This report is a typed memorandum, dated Aug. 24, 1943, enclosed with a letter of the same date to Roosevelt from the National Resources Planning Board (OF 1092). Only one paragraph of the ten-page report dealt with land, water and energy resources; this noted that planning in connection with such resources could be continued through interdepartmental committees but that these had not been "uniformly or conspicuously successful for a variety of reasons, including the clash of overlapping operating agencies."

[2]Copies of Roosevelt's letters to the other two members of the NRPB, George F. Yantis and Charles E. Merriam, Aug. 31, 1943, are with the letter here printed.

[3]Drafted by William D. Hassett, Secretary to the President.

1112 ROOSEVELT TO CLAUDE R. WICKARD, SECRETARY OF AGRICULTURE

WASHINGTON, *September 8, 1943*

MEMORANDUM FOR THE SECRETARY OF AGRICULTURE: I am glad to have your excellent report about the Farm Woodland Marketing Program.[1] The real outcome of this, which is primarily a war measure, should be to have attached to every county agent a forester —or perhaps one forester to several counties. This depends, of course, on the locality.

The point is that the average county farm agent knows nothing about trees and it is too much to expect that county farm agents will ever add this to their curriculum. Such a local forest agent would not only give advice in regard to planting trees and selling trees, but would also have a big effect in the State Legislatures for the building up of state tree nurseries.

We need state tree nurseries. For example, in a certain state I can buy small tulip poplars for $4.00 a thousand from the state nursery, and the best price I can get is $12.00 a thousand from a private nursery.

F.D.R.

[13:OF I—C:CT]

[1]This report is a letter from Wickard to Roosevelt, Sept. 4, 1943 (OF I—C), enclosing copies of letters and reports of woodlot owners. With funds formerly used for the Shelterbelt program, the Forest Service was providing a farm forestry service "on a basis of getting for the seller a fair price for his product and for the buyer an additional source of raw material to be harvested under good cutting practices."

1113 TOAST BY THE PRESIDENT TO KING ABDUL AZIZ IBN SAUD OF SAUDI ARABIA, September 30, 1943

[Excerpt] I was telling His Royal Highness,[1] at supper, that I knew that one of their problems in Arabia was an insufficiency of water in many places, and also of not enough trees. And I was telling him of what we in our younger years used to call the Great American Desert, a strip running from the North in our own country, to the South where there was very little water, and where there were very few trees.

I was telling him that some years ago we had undertaken a certain project known as Shelter Belt, but since the outbreak of the war it has been going only sporadically, yet the people out there have seen what it has already done in many parts of the West. And I might just as well tell the Congress of the United States now that I am going to revive it, if I live long enough. It's a very excellent thing. Something like that should be known and experimented with, and practised at, in many parts of the world.

I use that just as an illustration, because Arabia is a land of great resources—agricultural and surface resources, and sub-surface resources. And I want to assure their Royal Highnesses both, that the United States is not a nation which seeks to exploit any other nation, no matter what its size.

I wish much that the father of these gentlemen could come himself. I hope some day he will be able to come over here, just as I hope that some day I myself can go and visit him in Arabia. . . .

And so I should like to propose the health of the King of Arabia, wishing much that he could be with us tonight.[2]

[SPEECH FILE:T]

[1]Amir Feisal, son of Ibn Saud; Ibn Saud was not present. The occasion was a White House dinner in honor of Amir Feisal, Minister of Foreign Affairs of Saudi Arabia.

[2]For the entire toast, see Rosenman (ed), *Public Papers,* XII, 417-418.

1114 ROOSEVELT TO SENATOR JOHN L. MCCLELLAN OF ARKANSAS

WASHINGTON, *January 14, 1944*

MY DEAR SENATOR MCCLELLAN: I am very much interested in your bill, S. 1519, relating to the construction and operation of water control and utilization projects in the basins of the Arkansas and White Rivers.[1] Enactment of the bill would be an important forward step in effectuation of the policy of multiple purpose development of our great river basins and the prudent conservation of our vast public resources.

I feel certain that the people whose homes are in the basins of the Arkansas and White Rivers and the soldiers who will want to return to the area and to work and make homes there would be deeply grateful if the Congress were to pass S. 1519. The benefits that they would derive from a well coordinated program for the prevention and control of floods, the improvement of navigation, the disposition of low-cost electric power and the irrigation of fertile lands would be of incalculable value. I am particularly pleased that the direct and more tangible benefits from power and irrigation would be made available in accordance with the sound principles of public benefit that the Congress has previously laid down.[2]

Sincerely yours,

[13:OF 4283:CT]

[1]S. 1519 would have placed the construction and operation of navigation and flood control projects in the Arkansas and White River basins under the Secretary of War. Power not needed for operation of the projects would be sold and distributed by the Secretary of the Interior, who would also be permitted to construct and operate irrigation works in connection with such projects. The letter here printed was drafted by Ickes. In his covering letter to Roosevelt (Dec. 6, 1943, OF 4283), Ickes said that the bill was "designed primarily to implement the carrying out of water control and utilization programs in the basins through existing executive departments and agencies, as distinguished from special agencies or authorities." He also said that while he realized that the bill was not as comprehensive in setting a pattern of regional development "as you and I would prefer," he believed its enactment would be an important step forward. S. 1519 (a copy is with Ickes' letter to Roosevelt) was introduced Nov. 9, 1943, and referred to the Senate Committee on Commerce, but no further action on it was taken *(Cong. Rec.,* 78th Cong., 1st sess., 89:7, 9393-9394).

[2]McClellan replied Jan. 22, 1944 (OF 4283), inviting further help in getting the legislation he had introduced.

1115 ROOSEVELT TO STEPHEN T. EARLY, SECRETARY TO THE PRESIDENT

WASHINGTON, *January 31, 1944*

MEMORANDUM FOR STEVE: Do you think I should see Bennett and tell him that I think what he is doing is all to the good but not send him any written communication? I do want to tell him about some ideas I have anyway, outside of this.

F.D.R.

[Notation: AS] The President: Respectfully suggest that Pa make the appointment for purposes outlined above. S. E.[1]

[13:OF I—R:T]

[1]Morris Cooke had suggested that Roosevelt write to Hugh H. Bennett, chief of the Soil Conservation Service, to congratulate him on the great progress he had made in securing the cooperation of farmers in adopting contour plowing and other soil conservation practices (undated draft by Cooke, OF I—R). According to a notation on the draft, no letter was sent nor was an appointment arranged. ("Pa" was Presidential Secretary Edwin M. Watson.)

116 ROOSEVELT TO REPRESENTATIVE WILLIAM M. WHITTINGTON OF MISSISSIPPI, CHAIRMAN, HOUSE COMMITTEE ON FLOOD CONTROL

WASHINGTON, *February 7, 1944*

MY DEAR MR. WHITTINGTON: Over two years ago, on May 5, 1941, I wrote to you about the Kings River project and the Kern River project in California. Your committee was then considering the authorization of both of these projects for development by the Corps of Engineers under the jurisdiction of the Secretary of War.

The Schedule of Hearings on the Flood Control Bill of 1944 indicates that proposals for authorizing these projects as undertakings of the Corps of Engineers will be considered again on February 9, 1944. I shall appreciate it if you will read this letter into the record at that time.

In my letter of May 5, 1941, I said, in part: "Good administration continues to demand that

projects which are dominantly for irrigation should be constructed by the Bureau of Reclamation, Department of the Interior, and not by the Corps of Engineers, War Department. The Kings River project is authorized for construction by the Bureau of Reclamation at this time. The proposed project on the Kern River . . . is dominantly an irrigation project. . . . Neither of these projects, therefore, should be authorized for construction by the Corps of Engineers. To do so would only lead to needless confusion." That letter is applicable today.

These projects should be constructed by the Bureau of Reclamation and that portion of their cost to be charged to irrigation should be financed on the basis of the prevailing Federal policy of 40 annual payments by irrigation beneficiaries. These projects should be maintained and operated by the Bureau of Reclamation, but operation for flood control should be in accordance with regulations prescribed by the Secretary of War.

In my letter of May 5, 1941, I suggested that a sound policy in connection with these water projects would consist of selecting the construction agency by determining the dominant interest. Projects in which navigation or flood control clearly dominate are those in which the interest of the Corps of Engineers is superior and should be so recognized. On the other hand, projects in which irrigation and related conservation dominate are those in which the interest of the Bureau of Reclamation in the Department of the Interior is paramount and should be so recognized. No matter which agency builds a multiple-purpose structure involving in even a minor way the interests of the other, the agency with the responsibility for that particular interest should administer it in accordance with its authorizing legislation and general policies. For example, the Bureau of Reclamation in the Department of the Interior should administer, under the Reclamation laws and its general policies, those irrigation benefits and phases of projects built by the Corps of Engineers. These suggestions are, to my mind, even more pertinent today. For today we gird for peace. Confusion over jurisdiction ought not to be allowed to disrupt the great preparations now being made for postwar construction of vital public works.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 402:CT]

[1](Drafted by the Interior Department.) Whittington replied Feb. 17, 1944 (OF 402), that the testimony at the hearings held by the House Flood Control Committee on Feb. 9, 1944, showed "conclusively" that flood control was the dominant interest in the Kings and Kern Rivers projects, that there were no Federal reclamation projects along these rivers, and that no public lands were involved. Testimony at these and earlier hearings of this committee is printed, *Flood-control Plans and New Projects, 1943 and 1944,* Hearings, 78th Cong., 1st sess., on H. R. 4485 . . . May 13, 1943 (Washington, 1944).

1117 ROOSEVELT TO KING ABDUL AZIZ IBN SAUD OF SAUDI ARABIA

[WASHINGTON] *February 10, 1944*

MY DEAR KING IBN SAUD: Because I have been laid up with the "flu" since the New Year I have not had an opportunity before this to thank you for that very interesting set of stamps of Saudi Arabia which you sent to me through Colonel Hoskins.[1] They have given me a great deal of pleasure and I have had much relaxation in putting them into my stamp album of Saudi Arabia.

It is my lasting regret that I was unable, because of the short time at my disposal, to see you

on my trip to Cairo and to Teheran. However, I flew across the northwestern corner of your Kingdom on my way to and from Iran and I saw enough to make me wish that you and I could meet. My avocation, as you probably know, is the increase in water supply and in reforesting vacant land. I feel sure that the Kingdom of Saudi Arabia has a great future before it if more agricultural land can be provided through irrigation and through the growing of trees to hold the soil and increase the water supply.

It was good to see your two sons before I left Washington and I hope much that they were satisfied with what they saw in the United States. As they have undoubtedly told you, this Nation is in full production of munitions and other supplies for the carrying on of the war to a successful conclusion.

It is, of course, possible that I may visit the Near East again for conferences and if that happens I count on seeing you. There are many things I want to talk with you about.[2]

In the meantime, I send you my high regards and best wishes and I am,

Most sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:PPF 7960:CT]

[1]Harold B. Hoskins, in 1944-45 successively special assistant to the American ambassador in Iran and counselor for economic affairs at American diplomatic missions in Saudi Arabia and other Near Eastern countries.

[2]Ibn Saud replied April 1, 1944 (PPF 7960), expressing pleasure at the possibility of a visit from Roosevelt but making no comment on the latter's ideas on water conservation in Arabia.

1118 "STATEMENT BY THE PRESIDENT UPON SIGNING H. R. 2580 TO CONSENT TO THE BELLE FOURCHE RIVER BASIN COMPACT"

[WASHINGTON, *February 26, 1944]*

In signing the Belle Fourche River Basin Compact bill, I find it necessary to call attention, as I did last May in the case of the Republican River Compact bill,[1] to the restrictions imposed upon the use of water by the United States. The procedure prescribed by the bill for the exercise of the powers of the Federal Government would not be entirely satisfactory in all circumstances but the prospects in fact for the exercise of such powers in the Belle Fourche basin are not great. For streams where conditions are otherwise and there appears to be a possible need for Federal comprehensive multiple purpose development or where opportunities for important electric power projects are present, I believe the Belle Fourche River Compact should not serve as a precedent. In such cases the compact and the legislation should more adequately reflect a recognition of the responsibilities and prerogatives of the Federal Government.[2]

[Notation: AS] OK FDR
[Notation: A] 2-26-44
[Notation: A] Statement given to Press Febr. 28, 1944

[13:BUDGET BUREAU ENROLLED BILLS:T]

[1]*Ante,* 1105.

[2]This compact was entered into by South Dakota and Wyoming to secure for themselves the most efficient use of the waters of the Belle Fourche basin. Under the bill assenting to the compact (58 *Stat.* 94), the Federal Government agreed that the beneficial use of the waters of the basin was of "paramount importance" to the development of the basin itself, and that no Federal use of the waters would be made that would interfere with such paramount interest until after consultation of all the Federal and state agencies concerned. The issuance by the President of a statement having the purport of the one here printed was recommended by the Federal Power Commission and the Interior Department. Budget Director Smith did not think such a declaration necessary because article I of the compact declared that neither the states nor the Congress conceded that the agreement established any precedent with respect to any other interstate stream. However, he submitted a draft statement which was issued as the one here printed (Olds to Smith, Feb. 18, 1944; Fortas to Smith, Feb. 21, 1944; Smith to Latta, Feb. 23, 1944, Budget Bureau Enrolled Bills). This was issued as a press release Feb. 28, 1944.

1119 ROOSEVELT TO JAMES M. BARNES, ADMINISTRATIVE ASSISTANT TO THE PRESIDENT

WASHINGTON, *March 6, 1944*

MEMORANDUM FOR HON. JAMES M. BARNES: Before I send this, I wish you would have a talk with Secretary Ickes. Frankly, I am inclined to think that the Bureau of Reclamation should handle this because the waters concerned are not only inland waters, but do not even run into the sea. They run into a lake and thence disappear into thin air by evaporation.[1]

F.D.R.

[13:OF 402:CT]

[1]This refers to the letter following. Barnes replied (March 7, 1944, OF 402) that he had talked with Ickes and that he was in "perfect accord" with the signing of the letter.

1120 ROOSEVELT TO REPRESENTATIVE WILLIAM M. WHITTINGTON OF MISSISSIPPI, CHAIRMAN, HOUSE COMMITTEE ON FLOOD CONTROL

WASHINGTON, *March 7, 1944*

MY DEAR MR. WHITTINGTON: I have received your letter of February 17, 1944, in which you discuss the proposed Kern River, California, multiple-purpose project.[1] It may well be, as you state in your letter, that, when the structure proposed by the Chief of Engineers is considered alone, the benefits are predominantly flood control. However, I feel that neither the Kern River project nor the Kings River project can properly be viewed without regard to the development of the Central Valley of California as a whole.

It seems to me that the multiple-purpose projects proposed by the Chief of Engineers on the Kings and Kern Rivers are only two elements in a basin-wide plan for the development and use of the water resources in the Great Central Valley of California, and that the primary and dominant objective of that plan, especially in the southern part of the valley, is the provision of water supplies for domestic, municipal, industrial and irrigation uses. It would appear that, if any such plan is to be successful, the operation of all units of the plan should be fully coordinated on a regional basis. Such coordination, insofar as the projects undertaken by the Federal Government are concerned, can best be obtained by a single agency constructing, operating and maintaining the multiple-purpose elements of the plan, particularly those projects involving water conservation. Since the Congress has already authorized the construction and operation by the Bureau of Reclamation of certain multiple-purpose

elements of the Central Valley plan involving water conservation, from the standpoint of good Federal administration it would follow that the Bureau of Reclamation should also be authorized to construct and operate the other multiple-purpose elements, such as the projects proposed on the Kings and Kern Rivers by the Chief of Engineers, with appropriate care exercised, of course, to observe the existing local irrigation rights established by usage, decrees, and agreements.

I know that you will understand that my expression of views arises from my desire to obtain what I believe to be the best method of Federal participation in the over-all plan for the development of the Central Valley, and not from any intention of interfering with the proper consideration of this matter by the Congress.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

RWH: FJB: CDC: ED 2/25/44
[Notation: AS] Copy of this letter sent to Mr. Hartley, Bureau of the Budget 3/8/44 hm

[13:OF 402:CT]

[1]OF 402.

[2]Drafted by the Interior Department.

1121 ROOSEVELT TO HENRY A. WALLACE, VICE PRESIDENT OF THE UNITED STATES

[WASHINGTON] *March 14, 1944*

DEAR HENRY: Thank you much for letting me see Watts' memorandum about the Redwood and the Sequoia. I have tried raising the Sequoia from seed in the greenhouse. I have tried it in two locations at Hyde Park but it has died the first winter or the second winter.

Also, I have twice tried Sequoias and Redwoods sent to me from the Coast, planting them immediately in sheltered good soil. Nearly all the trees died the first or second year except one outside my window in the new Library grounds and, after surviving for three winters, it died this past spring. I do not think it is possible to make them grow in the East—with one possible exception. As you know, the rainfall in the Great Smoky Mountain Park, or a little south thereof, is the highest in the East and I am going to get the Park Service to try planting them there in several correct locations.

As ever yours,

F.D.R.

[13:OF 6—P:CT]

1122 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

WASHINGTON, *March 14, 1944*

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR: Please read Chief Watts'

memorandum to the Vice President and my letter to the V.P.[1] Will you go ahead and get the Park Service to plant some Sequoias and Redwoods in or near the Great Smoky Mountain National Park where there is more rainfall than any other part of the East? These trees are easy to raise from seed and grow fast, but they should be put out in their permanent location within a year. The location should be protected from winds and, at the same time, the soil should be as rich and deep as possible. There are many such places in the Smokies.[2]

F.D.R.

[13:OF 6—P:CT]

[1]See above.

[2]Ickes replied April 3, 1944 (OF 6—P), that he had asked the National Park Service to try to grow some of the trees referred to in the Great Smokies but that he was doubtful of the success of the experiment.

1123 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO MAURICE C. LATTA, EXECUTIVE CLERK IN CHARGE OF WHITE HOUSE EXECUTIVE OFFICES

WASHINGTON 25, D. C., *Mar. 29, 1944*

MY DEAR MR. LATTA: On March 24, 1944, you advised this office that S. 250, "To promote sustained-yield forest management in order thereby (a) to stabilize communities, forest industries, employment, and taxable forest wealth; (b) to assure a continuous and ample supply of forest products; and (c) to secure the benefits of forests in regulation of water supply and stream flow, prevention of soil erosion, amelioration of climate, and preservation of wildlife," had been received at the White House, and requested reports and recommendations as to the approval of the bill.

It is the purpose of the bill to give the Secretary of Agriculture and the Secretary of the Interior with respect to Federal forest lands under their respective jurisdictions, and intermingled and nearby private forest lands, discretionary authority—

(1) to establish cooperative sustained-yield units for the purpose of coordinated sustained-yield management of the public, and interrelated private forest lands;

(2) to enter into cooperative agreements with willing forest land owners within such units, under which, in consideration of the assured privilege of purchasing Government timber and of other benefits to them from coordinated management, they will manage their land in strict accordance with requirements as to the rate, manner, and time of cutting prescribed by the Secretary; and

(3) to establish sustained-yield units of exclusively Federal forest land where necessary in order to maintain dependent communities, and within such units to sell timber without competition at not less than appraised value to responsible purchasers established in such communities.

As a safeguard the bill provides for a public hearing before any sustained-yield unit is established or any cooperative agreement is consummated, and also that a hearing shall be held upon the request of any person having a reasonable interest before a sale of timber is made without competition.

A facsimile of the enrolled enactment has been referred to the Departments of War,

Agriculture, and Interior, and the Federal Power Commission, and their replies, either recommending approval of the bill or interposing no objection to its approval, are attached.[1]

The bill authorizes appropriations for the purpose of carrying out its provisions in an annual amount of not to exceed $150,000 for the Department of Agriculture, and $50,000 for the Department of the Interior, which amounts would be in addition to funds made available for the management of lands under the jurisdiction of the respective Departments and under existing provisions of law.

I recommend that the bill be approved.[2]

Very truly yours,

HAROLD D. SMITH

[Notation: A] Approved 3/29/44

[13:BUDGET BUREAU ENROLLED BILLS:TS]

[1]These are all dated March 25, 1944. The Agriculture and Interior Departments recommended approval.

[2]S. 250 was approved March 29, 1944 (58 *Stat.* 132). This bill, introduced by Senator McNary (Ore.) on Jan. 11, 1943, had as its precursor the act of Aug. 28, 1937 (50 *Stat.* 874), which provided for sustained yield timberland management on Interior Department lands in the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands in Oregon. By establishing sustained yield forests areas the Government hoped to interrupt the process whereby forest communities became extinct in consequence of the long established practice of "cut and get out." S. 250 was intended to enable the owner of private forest land to adopt sustained yield practices by enlarging his cutting area through the opportunity to buy, noncompetitively, adjacent National Forest timber. In return he agreed to adopt Forest Service approved cutting practices on his own lands. The bill also provided for the noncompetitive sale of timber from National Forest areas to processors whose operations were vital to the life of the communities in those areas. Forest Service Chief Watts said that the law was a "major step towards obtaining the maximum benefits from the national-forest system for support of timber-dependent communities" but he noted that "great caution" would be required in its application to make sure that the long-term arrangements between the Government and private owners were clearly in the public interest *(Report of the Chief of the Forest Service, 1944,* p. 14). An account of the enactment of the legislation may be found in the diary of the forester David T. Mason, *Forests for the Future* (Rodney C. Loehr, ed.), p. 232 *et seq.*

1124 ROOSEVELT TO REPRESENTATIVE SAM RAYBURN OF TEXAS, SPEAKER OF THE HOUSE OF REPRESENTATIVES

WASHINGTON 25, D. C., *June 2, 1944*

MY DEAR SAM: The Rules Committee on the House has reported out a rule permitting the early consideration of H. R. 2241, a bill introduced by Representative Frank A. Barrett, of Wyoming, to abolish the Jackson Hole National Monument, and it is anticipated that the bill will come up for a vote in the House next week. This bill should be defeated or, if that is not possible, it should be recommitted to the Public Lands Committee.

Jackson Hole is one of the most scenic areas in the country and a wintering ground for the southern Yellowstone elk herd, the largest elk herd in the United States. About 15 years ago, after conferring with Wyoming State officials, with members of the Wyoming Delegation in Congress, and with the then Secretary of the Interior, Mr. John D. Rockefeller, Jr. purchased about 34,000 acres of land in Jackson Hole at a cost of $1,500,000, to donate to the Federal Government for a national park. The park project would have been consummated years ago if suitable arrangement had been made to compensate the county for the loss of taxes when Mr.

Rockefeller's lands are conveyed to the Federal Government and are removed from the local tax rolls.

Last year, to avoid losing Mr. Rockefeller's gift and to carry out the commitments made to him during the administrations of Presidents Coolidge and Hoover, I established the Jackson Hole National Monument, under the authority of the Act of June 8, 1906 (34 *Stat.* 225), known as the Antiquities Act. This Act had been used for this purpose many times before. Five Republican Presidents and one Democratic President before me have established a total of 71 national monuments under the authority of this Act, many of them larger than the Jackson Hole National Monument.

The Federal lands and the lands which Mr. Rockefeller bought to give to the public comprise more than 92 percent of the area within the monument boundaries, and the proclamation was issued subject to all valid existing rights. This applies to Federal lands and to the remaining 8 percent of state and private lands.

The establishment of the monument leaves some problems unsolved, such as the tax question. I would favor the enactment of some suitable bill to authorize the sharing of a reasonable portion of national park entrance fees with the counties in which the national parks and monuments are situated. Many other Federal land administering agencies now have this authority.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 928:CT]

[1]Drafted by the Interior Department. In his letter to Roosevelt enclosing the draft, June 1, 1944 (OF 928), Ickes said that he had pointed out to Rockefeller's representatives that H. R. 2241 was not a partisan measure since establishment of the national monument was in fulfillment of commitments made during Coolidge's administration, and that he had asked them to "line up" the Republicans to vote against the bill.

1125 GIFFORD PINCHOT TO ROOSEVELT

WASHINGTON 6, D. C., *August 29, 1944*

DEAR MR. PRESIDENT: As previously arranged,[1] I enclose for your consideration a suggested draft of a letter to Allied Governments proposing a Conference on the conservation of natural resources as a necessary requirement for permanent peace.

If the course there outlined should meet with your approval, then I would like further to suggest:

That a Committee on Arrangements be appointed by the President to draw up a tentative program for the Conference; to prepare a suggested plan for an inventory of the known natural resources of the world; and otherwise to make ready for the sessions of the Conference.

That the Committee be authorized by the President to ask for and receive the full cooperation of all Government Departments and other Government organizations.

That a Secretary and such other assistants as may be required be assigned to the Committee

from experienced persons already in the Government service.

That the Committee be authorized to invite and receive the friendly cooperation of experts not in the service of the Government.

If desired, I would be glad to prepare and submit for your approval a list of competent persons for appointment to the proposed Committee.

Faithfully yours,

GIFFORD PINCHOT

[13:OF 5637:TS]

[1]Pinchot was at the White House on June 29, 1944 (PPF I—O). He referred to this in a letter to Roosevelt of July 29, 1944 (PPF 289): "When I had the pleasure of making . . . a short statement concerning conservation and permanent peace, you were good enough to express yourself, in general terms, as favorably impressed. It was agreed that I should prepare a plan and submit it to you in something over three weeks."

1126 *[Enclosure]* PROPOSAL FOR AN INTERNATIONAL CONFERENCE ON CONSERVATION

August 29, 1944

No worthier task confronts the world than to make future wars impossible. That can be done only by removing the incentives to war; by putting an end to the causes which drive nations to aggression.

Since human history began, the commonest cause of war has been the demand for land. Under whatever name, land means natural resources. And natural resources—forests and waters, soils and minerals are the material foundations of human security and progress. Without them we cannot live.

The conservation of natural resources means the planned and orderly use of all the earth produces for the greatest good of the greatest number for the longest time. It is the basic material problem of mankind.

Conservation as a policy is universally accepted as sound. The United Nations, through the Atlantic Charter and the Lend Lease Agreements, have declared for fair access to needed raw materials for all the peoples of the world.

If the commonest of all causes of war is the demand for land, for natural resources on which to live and grow strong, then permanent peace is impossible until general plenty, through the conservation of natural resources and fair access by the Nations of the world to necessary resources, is assured.

The conservation policy was first formulated in the United States nearly forty years ago. In 1908 President Theodore Roosevelt, on the valid ground that "The people of the whole world are interested in the natural resources of the whole world, benefited by their conservation, and injured by their destruction," sent to 58 Nations invitations for a world conference on the conservation of natural resources, to be held in the Peace Palace at The Hague. Thirty of the Nations, including Great Britain, France, Germany, Canada, and Mexico, had accepted when a change of administration defeated the plan.

The movement for international conservation thus begun has recently been given strong support. In 1940 the Eighth American Scientific Congress, representing all the Nations of the Americas, by unanimous vote declared that:

"International cooperation to inventory, conserve, and wisely utilize natural resources to the mutual advantage of all Nations might well remove one of the most dangerous obstacles to a just and permanent world peace."

In 1941 the British Association for the Advancement of Science, in preparing a plan for an International Resources Office, declared that: "Unless we apply our ordered intelligence to this question, the sequence of crisis and war will continue with ever more disastrous results."

We cannot safely ignore any course that may assist in abolishing war. Therefore I believe that it would be wise for the United Nations, through their appointed delegates, to meet and consider the conservation of natural resources, and fair access to them among the Nations, as a vital step toward permanent peace.

Accordingly, I have the honor to invite the Government of to take part in a Conference of the United Nations, to be held in the City of Washington, beginning on the of , to consider this question, and to formulate a plan for securing to mankind the blessings of enduring peace.

Such a Conference might well consider: An inventory of the natural resources of the world; a set of principles for the conservation of resources and fair access to them in the interest of permanent peace; conservation and fair access in the recovery and reconstruction of Nations; and such other related questions as the Conference might decide to take up.

If a majority of the United Nations accept this invitation, the Government of the United States is prepared to draw up and submit to the Conference tentative agenda for its approval or modification, together with available supporting data.

Open discussion should bring to light the principles upon which all Nations can agree for conserving and distributing the natural resources of the earth, to the great end of human welfare through general plenty and permanent peace.

Without world-wide conservation, lasting peace is impossible. And permanent peace is the hope of the world.

[13:OF 5637:T]

1127 ROOSEVELT TO JEAN SHERWOOD HARPER, Swarthmore, Pennsylvania

WASHINGTON, *September 13, 1944*

MY DEAR JEAN: Upon receipt of your letter of August 21[1] I made inquiry through the Secretary of the Interior in regard to oil operations in the vicinity of the Okefenokee Wildlife Refuge. I understand that some prospecting has been carried on west of the area and that some of the Department officials have been consulted with reference to a possibility of drilling on the refuge. There is no intention of leasing the Okefenokee for oil exploration. I have directed the Fish and Wildlife Service to maintain this area in its untouched, pristine condition and they are making every possible effort to comply with my direction.[2]

Sincerely yours,

[Notation: AS] Copy of this reply sent to Interior 9/14/44 hms

[13:OF 378:CT]

[1]Expressing concern at the possibility that the Government might grant oil leases in the Okefenokee (OF 378).

[2]Drafted by the Interior Department.

1128 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *September 21, 1944*

TO THE CONGRESS OF THE UNITED STATES: I enclose a copy of a resolution adopted by all but one of the Missouri River States, represented in a recent meeting of their Governors and the members of the Missouri River States Committee.[1] In general, the resolution asks for executive and legislative action toward procuring a single, coordinated plan for the development of the Missouri River basin "for the greatest benefit of its citizens both present and future, and for the greatest benefit to the United States."

As the Congress knows, I have for many years advocated the establishment of separate Authorities to deal with the development of certain river basins where several States were involved. The general functions and purposes of the Tennessee Valley Authority might well serve as a pattern for similar developments of other river basins. The Tennessee Valley Authority was charged by the Congress with the development of practically all of the factors which are important in establishing better living standards and a better life for the people throughout that great watershed.

The benefits which have resulted in the Tennessee River Valley include flood prevention, irrigation, increased electric power for farms and shops and homes and industries, better transportation on land and water, reforestation and conservation of natural resources, the encouragement of small businesses and the growth and expansion of new businesses, development and wide-spread use of fertilizers and improved agricultural methods, better education and recreational facilities—and many kindred improvements which go to make for increased security and greater human happiness.

The Congress has at all times retained the final authority over the Tennessee Valley Authority, for the Authority comes before the Congress each year to obtain appropriations to continue its work and carry out its plans.

I have heretofore suggested the creation of a similar Authority for the development of the Arkansas River watershed from the Mississippi all the way west to its source in Colorado.

I have also suggested the creation of an Authority to render a similar service in the Columbia River watershed, including the States of Washington, Oregon, Idaho and Montana.

I now make a similar recommendation for the Missouri River basin.

The resolution very properly asks that the legislation dealing with matters relating to the waters of the Missouri River basin recognize that it is dealing with one river and one problem; and points out the necessity of a comprehensive development of the Missouri River, indicating that there can be no piecemeal legislative program. The resolution asks that "the Congress should recognize now the problem in its entirety as it affects the people of the

Missouri basin and their economic destiny and that of the United States."

I am in hearty accord with these principles. I hope that the Congress will give careful and early consideration to the creation of this federal authority to consider the problem in its entirety, remembering always that any appropriations to carry out any plan are and will be within the complete control of the Congress, and that the interest of each of the States in the basin will, of course, be given full consideration. I am sure that none of the States in the Tennessee River basin have lost any of their rights because of the creation of the Authority in that valley.

May I also ask that renewed consideration be given to a study of the Arkansas and Columbia River basins? The fact has been established that such legislation can do much to promote the welfare of the great mass of citizens who live there—as well as their fellow citizens throughout the United States.

I need hardly point out to the Congress, in addition, how helpful this legislation will be in the creation of employment and in the stimulation of industry, business, and agriculture throughout the areas involved, in the days which will follow the end of the war.[2]

FRANKLIN D. ROOSEVELT

[W.H. PRESS RELEASES:M]

[1]"Resolution of the Missouri River States Committee to Secure a Basin-Wide Development Plan," sent to Roosevelt by Governor Merrell Q. Sharpe of South Dakota, chairman of the Missouri River States Committee, Aug. 21, 1944 (OF 1516). (Sharpe's covering letter was submitted to the Congress with the resolution.)

[2]This message is based on an undated draft bearing numerous additions and deletions in the hand of Samuel I. Rosenman, Special Counsel to the President (OF 1516). A copy of the revised draft was sent by Roosevelt to Budget Director Smith with a memorandum of Sept. 1, 2944 (OF 1516) reading, "The enclosed is merely a first draft. What do you think?" Smith sent back a completely different draft, undated, but endorsed as having been received at the White House on Sept. 20, 1944 (OF 1516). This draft made no mention of the resolution of the Missouri River States Committee nor did it refer to the example of the Tennessee Valley Authority. Instead of urging the creation of a TVA-type of authority for the Missouri valley, it recommended "the establishment of a temporary, engineering commission . . . which would be charged with the duty of preparing and presenting to the Congress through the President, after taking into account the plans that are presently being proposed, an integrated and comprehensive plan for the development of the water and land resources of the Missouri Valley."

No change, however, was made in the White House draft except for the insertion of the word "irrigation" in the first sentence of the third paragraph. This single addition, in Roosevelt's hand, appears on an undated teletype copy of the message headed, "To Miss Tully: Draft submitted to Budget Sept. 1. 2nd draft" (OF 1516). (From Sept. 9-21, 1944, Roosevelt was at the Quebec Conference and at Hyde Park.) In the Senate the message was referred to the Committee on Agriculture and Forestry, and in the House to the Committee on Rivers and Harbors *(Cong. Rec.*, 78th Cong., 2d sess., 90:6, 8065, 8108).

1129 ROOSEVELT TO REPRESENTATIVE BRENT SPENCE OF KENTUCKY

[WASHINGTON] *October 12, 1944*

DEAR MR. SPENCE: I have your letter of September 27, 1944,[1] regarding water pollution control in the Ohio River valley area and know of your deep interest in this whole subject.

My views regarding the need for water pollution abatement, as expressed in my message to the Congress, February 15, 1939, are, I believe, well known to you. More recently, the emergency conditions of the defense and war programs have prevented the undertaking of

any active water pollution control program. Nevertheless, the importance of this field of conservation to the public health, industry, and other activities has not diminished but has rather been increased by the war production program. We can all agree, I am sure, that both the Federal and State governments should be working toward the development for post-war application of a program for water pollution control which would recognize the interests and responsibilities of the various public and private organizations concerned.

Please be assured of my continued sympathetic interest in this problem.[2]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 114—A:CT]

[1]Spence said that the people of the Ohio Valley were greatly interested in the control of water pollution and that he would like to have Roosevelt's views on the matter (OF 114—A).

[2]Drafted by the Federal Security Agency. FSA Administrator McNutt, writing to Hassett Oct. 10, 1944 (OF 114—A), enclosing the draft, said: "As you doubtless know, this whole question of stream pollution has been under consideration in Congress for a number of years and there is now more or less agreement on the type of bill that would be suitable. This Agency has had conferences with the Director of the Bureau of the Budget and I feel that the attached draft expresses in general terms the view of the Administration on this important matter."

1130 O. S. WARDEN, PRESIDENT, NATIONAL RECLAMATION ASSOCIATION, TO ROOSEVELT

WASHINGTON 4, D. C., *October 12, 1944*

DEAR MR. PRESIDENT: Your personal support of reclamation as a national policy in the development of comfortable farm homes through out the western half of the United States has been continually helpful during all of the nine years that I have been President of the National Reclamation Association.

I am writing this letter because some confusion of understanding has followed your message to Congress, transmitted on September 21, 1944, in which it was stated that you were in "hearty accord" with the principles adopted and with the over-all plan urged to bring about a complete development of the land and water resources of the great Missouri Basin, as approved at a session of the Missouri River Nine States Committee, meeting at Omaha, Nebraska on August 6, 1944. This plan included irrigation, the incidental production of power, flood control, assistance to navigation and other industrial and domestic uses of the available water.

For the furtherance of this development proposal the Missouri River States Committee, at the close of a two day consideration, approved three important findings:

(1) That there must be an over-all unified plan for development of this Missouri Basin.

(2) The President and the Congress were urged to authorize and direct the United States Army Engineers and the United States Bureau of Reclamation to bring before the Congress such a plan of coordinated engineering.

(3) That whatever unified plan might be agreed upon nothing should be done that would adversely affect the use of water for the irrigation of land of the upstream states in carrying

forward this basin-wide development.

Permit me to suggest that in the preparation of your message to Congress, transmitted under date of September 21, 1944, you quite definitely approve finding number (1). You appear to favor a modification of finding number (2). There is some confusion and friendly concern lest you may have overlooked the importance of number (3). This matter could be quite completely cleared up now by a statement that however the desirable unified proposal in question may be carried out, nothing should be done to adversely affect the use of water for irrigation in the upstream states.

I feel sure that this must be your present attitude because of your personal support of reclamation running through the years as mentioned at the beginning of this letter. Furthermore, this thought on my part is emphasized as I recall your letter of February 7, 1944 to Chairman Mansfield of the Rivers and Harbors Committee of the House of Representatives. I believe there have been other like communications declaring that the beneficial use of water in the upper basin should not be affected by the proposed lower basin improvements.

Please accept my assurance of wishing to be helpful, and thanks for such consideration as you think an important subject now before the Congress merits at this time.[1]

Most respectfully yours,

O. S. WARDEN

[13:OF 1516:TS]

[1]This letter and a draft of a suggested reply (composed by Warden) were brought to the White House by Postmaster General Frank C. Walker (Rosenman to Roosevelt, Oct. 21, 1944, OF 1516). Extensively revised by Rosenman, Warden's draft was sent as the letter printed below. An accompanying memorandum by Early, undated, presumably addressed to his secretary, reads: "Phone Mr. Warden in the the morning. Tell him I am going to tell the Press at 10:30 about the P's letter. Ask him if he cares to release it textually to the Press."

1131 ROOSEVELT TO O. S. WARDEN, PRESIDENT, NATIONAL RECLAMATION ASSOCIATION, WASHINGTON

[WASHINGTON] *October 23, 1944*

DEAR MR. WARDEN: I have read with interest your letter of October twelfth last directing attention to the possibility of some confusion in the minds of those who may not have followed the record of the present administration with respect to reclamation.

We have continually encouraged and favored support for such development of the land and water resources of the western states as would most benefit each region affected and the country as a whole. I think that record is clear. It has always been progressive. Whatever agency carries through a unified plan in the development of a watershed, such as is now under consideration for the Missouri River Basin, it should be so done as not to affect adversely the use of water for irrigation in the upstream states.[1]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1516:CT]

[1]Drafted by Warden; see preceding note.

1132 ROOSEVELT TO GIFFORD PINCHOT, Washington

[WASHINGTON] *October 24, 1944*

Dear Gifford: Remember that I have not forgotten that conservation is a basis of permanent peace, and I have sent the enclosed to Cordell Hull.[1] I think something will happen soon.

You must, of course, be on the American Delegation.

This blankety blank campaign is nearly over.[2]

My best to you, As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 5637:CT]

[1]The letter following.

[2]Pinchot replied Oct. 31, 1944 (OF 5637), that he would be delighted to be on the American delegation of the proposed conference.

1133 ROOSEVELT TO CORDELL HULL, SECRETARY OF STATE

[WASHINGTON] *October 24, 1944*

MY DEAR MR. SECRETARY: In our meetings with other nations I have a feeling that too little attention is being paid to the subject of the conservation and use of natural resources.

I am surprised that the world knows so little about itself.

Conservation is a basis of permanent peace. Many different kinds of natural resources are being wasted; other kinds are being ignored; still other kinds can be put to more practical use for humanity if more is known about them. Some nations are deeply interested in the subject of conservation and use and other nations are not at all interested.

Many nations have been denuded of trees, for example, and therefore find it extremely difficult to live on eroded lands. Many nations know practically nothing of their mineral resources. Many nations do not use their water resources. Some nations are not interested in development of irrigation. Some nations have done little to explore the scientific use of what they have.

It occurs to me, therefore, that even before the United Nations meet for the comprehensive program which has been proposed, it could do no harm—and it might do much good—for us to hold a meeting in the United States of all of the united and associated nations for what is really the first step toward conservation and use of natural resources—i. e., a gathering for the purpose of a world-wide study of the whole subject.

The machinery at least could be put into effect to carry it through.

I repeat again that I am more and more convinced that conservation is a basis of permanent

peace.

Would you let me have your thought on this?

I think the time is ripe.[1]

Always sincerely,

[FRANKLIN D. ROOSEVELT]

[13:OF 5637:CT]

[1]Acknowledged by Stettinius, Nov. 2, 1944 (OF 5637), saying that the suggestion was under active consideration"; answered by him *post*, 1137.

1134 ROOSEVELT TO GOVERNOR MERRELL Q. SHARPE, Pierre, South Dakota

[WASHINGTON] *October 24, 1944*

DEAR GOVERNOR SHARPE: Mr. Hassett has called my attention to your letter of September 28 with its enclosure.[1] I appreciate having your views concerning my message recommending a Missouri Valley Authority and have carefully considered your suggestion that the flood control bill be promptly passed with the understanding that, if Congress finally creates an Authority, that agency could take over flood control projects in the Missouri basin.

The answer to your proposal seems to me implicit in your statement before the Senate Subcommittee on Irrigation and Reclamation. There you point out that the "diversities of interest and divisions of opinion throughout the basin and within the several states themselves tend to assert themselves more and more as the several plans for basin development are presented." You further offer it as your view that none of the divergent interests or localities should ever be given any permanently dominant position over the others, but that at all times one general coordinated plan of development and control should be followed. . . ."

I concur heartily in this view. In fact, it is precisely that reasoning which led me to recommend a Missouri Valley Authority. For more than ten years the Tennessee Valley Authority has been successfully demonstrating that the way to harmonize diverse interests and assure a coordinated plan for full utilization of the resources of a great river is to place the entire responsibility in a single agency created for that purpose. It has also shown that such an agency, located in the valley, can identify itself with the region which it serves and so assure the greatest possible state and local participation in the program.

This is in contrast with an approach to comprehensive river basin development through several agencies sponsoring omnibus bills to authorize special purpose projects in many river basins. Such an approach tends to foster centralization in Washington and, at the same time, to accentuate diversities of interest which attach themselves to particular bills and to the agencies authorized to undertake projects with which they are directly concerned.

So, while I agree with you on the urgency of the flood control program for the Missouri basin, I feel that the surest way to expedite it is to unify the development of the Missouri River and its tributaries for flood control, irrigation, navigation, power and other beneficial purposes under a single authority. In view of the fact that the several plans for the basin are still in preliminary stages, prompt action on the necessary legislation should entail no delay in the initiation of essential projects.

I appreciate your active leadership on behalf of a single comprehensive plan satisfactory to all interests in the basin.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 1516:CT]

[1]Sharpe to Hassett, Sept. 28, 1944 (OF 1516), enclosing, "Statement of M. Q. Sharpe before United States Senate Sub-Committee Relating to Bureau of Reclamation Plan for Missouri River Development," dated Sept. 22, 1944 (mimeographed).

[2]This letter was drafted by Leland Olds, vice chairman of the Federal Power Commission. In his letter to Roosevelt enclosing the draft, Oct. 21, 1944 (OF 1516), Olds said, in part: "Public support of the TVA pattern has been steadily rising. No attempt to achieve the same results through a make-shift wedding of specialized federal agencies can be more than partially successful."

1135 ROOSEVELT TO PRESIDENT MANUEL AVILA CAMACHO OF MEXICO

[WASHINGTON] *October 24, 1944*

MY DEAR MR. PRESIDENT: I want to inform you of the acceptance by the United States Government from the State of Texas on June 12, 1944, of the deed to the land for the Big Bend National Park, a project in which I believe that you are particularly interested, as I have been for a number of years.

In giving the land to the Nation the people of Texas have achieved high distinction in the park and recreation field. The new area contains over 700,000 acres. The southern border follows the International Boundary formed by the Rio Grande for a distance of more than 100 miles.

In the United States we think of the Big Bend region in terms of its international significance and hope that the Mexican people look forward in the same spirit to the establishment of an adjoining national park in the States of Chihuahua and Coahuila. These adjoining parks would form an area which would be a meeting ground for the people of both countries, exemplifying their cultural resources and advancement, and inspiring further mutually beneficial progress in recreation and science and the industries related thereto. I have followed the progress of the conversations between the representatives of our respective Governments regarding the establishment of international parks, and I do not believe that this undertaking in the Big Bend will be complete until the entire park area in this region on both sides of the Rio Grande forms one great international park.

Accordingly, I would appreciate your views regarding my hope that early in the postwar period such a park, formed of suitable areas on each side of the boundary in the Big Bend region, might be dedicated and that it might mark the initiation of a joint program of park development for the benefit and enjoyment of our peoples.[1]

As ever yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 6—P:CT]

[1](Drafted by the Department of State.) President Camacho replied Nov. 30, 1944 (OF 6—P), that the Mexican section of the park would be developed as soon as possible.

1136 SPEECH BY ROOSEVELT, Clarksburg, West Virginia, October 29, 1944

MY FRIENDS: This being Sunday, the Governor,[1] in cooperating with me in keeping politics out of it, says that he is not even going to introduce me.

I have been here before, and it is a great comfort to come on a Sunday in a campaign year, because on Sundays my life is made much more comfortable by not having to think about politics. Unfortunately, I do have to think about the war, because every day, including Sundays, dispatches come to me, on the train even, to tell me of the progress of our boys in Europe and in the Pacific and in the Philippines. I can't get rid of that.

So coming up through the State today, I have been looking out of the window, and I think there is a subject that is a good subject for Sunday, because I remember the line in the poem, "Only God can make a tree." And one of the things that people have to realize all over the United States, and I think especially in West Virginia, I don't see the trees I ought to see. That is something that we in this this country have fallen down on. We have been using up natural resources that we ought to have replaced. I know we can't replace coal—it will be a long time before all the coal is gone—but trees constitute something that we can replace.

We have to think not just of an annual crop, not just something that we can eat the next year, but we have to think of a longer crop, something that takes years to grow, but which in the long run is going to do more good for our children and for our grandchildren than if we leave the hills bare.

I remember a story, and it is taken out of Germany. There was a town there—I don't know what has happened in the last twenty years—but this is back when I used to be in grade school in Germany[2]—and I used to bicycle. And we came to a town, and outside of it there was a great forest. And the interesting thing to me, as a boy even, was that the people in that town didn't have to pay taxes. They were supported by their own forest.

Way back in the time of Louis something of France—some king—the French king was approaching this town with a large army. And the prince of the time asked the townspeople to come out to defend their principality, and he promised them that if they would keep the invader out of the town, out of the principality, he would give them the forest.

The burghers turned out. They repulsed the French king. And very soon the prince made good. He gave the forest to the town. And for over two hundred years that town in Germany had to pay no taxes. Everybody made money, because they had no taxes. In other words, it was a forest on an annual yield basis. They cut down perhaps 70 percent of what they could get out of that year's mature crop. And every year they planted new trees. And every year the proceeds from that forest paid the equivalent of taxes.

Now that is true more and more in this country. There are more and more municipalities that are reforesting their watersheds, putting trees on the top of their hills, preventing the erosion of soil. They are not on a self-sustaining basis because it has only been started within the last ten or fifteen years. And yet while only God can make a tree, we have to do a little bit to help ourselves.

I think that all of us sort of look at our lives in terms of ourselves, and yet your children, your grandchildren, your great-grandchildren, your great-great-grandchildren—some of them

will be living right around here, right around where the population is today. Perhaps the old house—perhaps a better, new house. And more and more we Christians are going to think about those grandchildren and great-grandchildren. It doesn't amount to very much, this cost of planting trees, and yet the hillsides of West Virginia of our grandparents' day were much more wonderful than they are now. It's largely a deforested State. And I believe that from the point of view of the beauties of nature, from the point of view of all that trees can be, and from the point of view of your own grandchildren's pocketbooks, the small number of cents, the small number of dollars that go into reforestation are going to come back a thousand-fold.

Up where I live, in the country on the Hudson River, my family had—when I was a boy—five or six hundred acres. It wasn't valuable land. And my own father, in the old days, would go in every year and cut the family needs in the way of timber.

When I was a small boy, I realized that there was waste going on; and when I went to the State Senate as a young man, somebody appointed me to the Conservation Commission.[3] Some parts of upstate New York were being eroded, a lot of topsoil was running away, we were getting more floods than we had ever had in the old days.

And just as an experiment, I started planting a few acres each year on rundown land. I tried to pasture some skinny cows on it. And at the same time, I went into the old woods and cleaned out no'count trees, trees that were undergrown or would never amount to anything, crooked trees, rotten trees.

Well, the answer was this. When the last war came on, the old woods had some perfectly splendid trees, because I had cleaned them out, cleaned out the poor stuff. And during that war I made 4 thousand dollars, just by cutting out the mature trees. And I kept on every year. And in the winter-time, when the men weren't doing much, cleaning them out. And the trees grew.

And a quarter of a century later, there came this war. I think I cooperated with the Almighty because I think trees were made to grow. Oh, yes, they are useful as mine timbers. I know that. But there are a lot of places in this State where there isn't any mine timber being cut out.

And in this war, back home, I cut last year—and this is not very Christian—over 4 thousand dollars' worth net of oak trees, to make into submarine chasers and landing craft and other implements of war. And I am doing it again this year.

And I hope that this use of wood for growing, for all kinds of modern inventions, plastics, and so forth, I hope that when I am able to cut some more trees, twenty or twenty-five years from now—it may not be me, it may be one of the boys—we will be able to use them at a profit not for building mine chasers or landing craft, but for turning them into some human use.

And I believe that in this country—not this State only, but a great many more—that we in the next few years, when peace comes, will be able to devote more thought to making our country more useful—every acre of it.

I remember eight years ago, I think it was, out in the west, we knew that there were great floods and a dry belt in there. We knew, also, that trees bring water and avoid floods. And so we started one of those "crackpot" things, for which I have been criticized, a thing called the shelter belt, to keep the high winds away, to hold the moisture in the soil. And the result is that that shelter belt—not much ran downhill—a great success has been made of it. And the farmers are getting more crops and better crops out there on the prairies in the lee of these rows of trees.

Forestry pays from the practical point of view. I have proved that. And so I hope—I hope to live long enough to see West Virginia with more trees in it. I hope to live to see the day when this generation will be thinking not just of themselves but also of the children and the grandchildren.

And so I had a happy day this morning in looking out at this wonderful scenery, but I couldn't take my eyes off those bare hilltops. I couldn't take my thoughts off the fact that this generation, and especially the previous generation, have been thinking of themselves and not of the future.

And so some day I hope to come back, and I hope to see a great forestry program for the whole of the State. Nearly all of it needs it. I hope to come back and be able to say, "I stopped, once upon a time, in Clarksburg, on a Sunday morning, and just avoided politics and talked to the people in Clarksburg, and they must have heard me all over the State, because they started planting trees."

And so I think my Sunday sermon is just about over. It has been good to see you, and I really do hope that I will come back here, one of these days soon.[4]

Thanks.

They say up here it's a good sermon.

[SPEECH FILE: T]

[1]Matthew M. Neely.

[2]In the course of a trip to Europe in the spring and summer of 1891, Roosevelt for a time attended the *Volkschule* at Bad Nauheim.

[3]The Forest, Fish and Game Committee of the New York State Senate is meant.

[4]This speech (delivered at 12:10 P. M.) was extemporaneous. The text here printed is that of the stenographic transcript; some of the more awkward locutions were edited (presumably by Early) in the version given to the press (cf. New York *Times*, Oct. 30, 1944, p. 11). (One of these revisions is interesting: in the twelfth paragraph Roosevelt used the colloquial phrase "no'count," a term certainly understandable to his audience. This became, in the press release, "no-account.") There is present (Speech File) a draft labeled "Address of the President at Clarksburg, W. Va., October 29, 1944. First Draft." The authorship of this draft, which deals entirely with freedom of conscience, has not been determined. No part of it was used by Roosevelt.

1137 EDWARD R. STETTINIUS, JR., ACTING SECRETARY OF STATE, TO ROOSEVELT

WASHINGTON, *November 10, 1944*

MEMORANDUM FOR THE PRESIDENT: Proposed Conference on Conservation and Natural Resources: Further reference is made to your letter of October 24, 1944, suggesting the possibility of calling a conference of the United and Associated Nations on the conservation and use of natural resources. There can be little doubt that, as you suggest, the development of effective international cooperation in stimulating the adoption of sound national conservation policy on a world-wide basis, in promoting joint measures of attack upon common problems, and in enlarging our knowledge of the natural resource basis from which the peoples of the earth derive their living, might make a significant contribution to the solution of the problem of maintaining world peace.

There are, however, a number of considerations which I should like to bring to your attention that appear to me to make less urgent the need for a special international conference on conservation at this time. These considerations are set forth in the attached enclosure. Beginning with the projected Food and Agriculture Organization of the United Nations which grew out of the Hot Springs Conference, and extending through to the Economic and Social Council of the general international organization, our post-war economic policy planning has given and will continue to give a place of high importance to questions of conservation of natural resources.

I have considerable doubt as to the desirability of a separate international conference in the near future centering its attention exclusively on conservation. It seems to me unlikely that most of the governments of the world will find themselves able to reach any firm views on the important problems of conservation in the absence of a clearer view than they now have on the prospects for production and trade and of the nature and extent of international collaboration therein.

I shall of course be glad to discuss this with you further if you should so desire.

E. R. STETTINIUS, JR.

[13:OF 5637:TS]

1138 *[Enclosure]* PROPOSED CONFERENCE ON CONSERVATION AND NATURAL RESOURCES

1. In the years to come we shall be faced with a wide variety of situations pertaining to particular natural resources. In some of them, we shall be faced, for a few years at least, with continuing shortages in comparison with war and reconstruction needs. In others, we shall soon be faced with troublesome problems of surplus production and surplus capacity. I should be much inclined to doubt whether we should be able to reach significant international agreement on conservation programs without simultaneously considering the prospects for the orderly development and marketing of these resources. If this view is correct, it sets conservation as one part, and a very important part, of the total problem of international collaboration in the wisest use of the world's productive resources. This is the pattern which we have been attempting to follow to date.

2. The conservation and development of agricultural resources was one of the subjects discussed at the United Nations Conference on Food and Agriculture at Hot Springs, and Article I of the draft Constitution of the Food and Agriculture Organization of the United Nations specifically provides that the Organization "shall promote and, where appropriate, shall recommend national and international action with regard to . . . the conservation of natural resources and the adoption of improved methods of agricultural production." Under the terms of the proposed Constitution of the Food and Agriculture Organization, the scope of its activities covers fisheries and forestry, as well as agriculture proper. Arrangements are therefore well under way whereby provision will be made for the handling on an international basis of conservation problems in the fields of agriculture, fisheries and forestry.

3. The orderly development of world petroleum resources for the needs of international trade is a basic objective of the Anglo-American Petroleum Agreement now pending before the Congress and is similarly contemplated as an objective of the broader international agreement which is envisaged by the Anglo-American Agreement.

4. The preparation of the American program on other aspects of international post-war

economic policy is, as you know, already far advanced. Part of this program is a proposal for an appropriate international organization to facilitate study and discussion of international commodity programs and to aid in the negotiation and operation of particular international commodity arrangements. In this preparatory work, for example, it has been recognized that conservation is an important element to be considered in connection with international commodity arrangements. For the reasons which I have set forth in paragraph number one above, I believe that it would be preferable to introduce the problems of conservation as a part of the coming international discussions in the field of commercial policy and commodity problems, rather than to treat it separately from, and in advance of these negotiations.

5. To the extent that the foregoing steps would still leave need for special international machinery to deal with problems of conservation, the Economic and Social Council of the proposed general international organization might well be assigned this as one of its first and urgent tasks. This would safeguard against the possibility of creating too much international machinery with possibly overlapping fields of jurisdiction. The powers of the Economic and Social Council and its liaison with the Security Council will put this body in an excellent position to see the economic, social, and political ramifications of the entire problems of resource utilization in proper perspective. It can be expected to stimulate and supplement the activities of international agencies with specified responsibilities in its field.

[13:OF 5637:T]

1139 PRESS CONFERENCE, Executive Offices of the White House, November 14, 1944, 4:10 P. M.

[Excerpt] Q: Mr. President, Senator Overton says that the Missouri Valley Authority proposal would be dead, in his opinion, if the Corps of Engineers and the Bureau of Reclamation plan, which he favors, is adopted. Would you care to comment on the acceptability of that plan as a substitute?

The President: I am not really sufficiently in touch with the plans. I couldn't—I couldn't even tell you what is in them exactly.

The problem is this, in the Mississippi Valley. Like other watersheds that contain a good many States, there are always problems between—two kinds. The first is the problem of the States themselves. Each State wants everything, and the say in everything affecting, of course, their own State, but affecting incidentally the whole flow of the river from the top to the bottom, passing through a number of other States. Well, that is something that has to be reconciled.

In the Tennessee watershed, for example, there were, I think, seven States that were affected by the T. V. A., and there was a lot of feeling that they were going to give up some kind of a right; and that was a good many years ago, and it has been in operation for quite a while, and there isn't one of those States today that feels that they have been—that State has been unfairly treated. It has been done for the benefit of all the States, and in proportion to the flow of the water, and the mileage, and the character of the land in the whole Valley.

Well, there has been a feeling out there in the Missouri Valley, that there are two parts, the parts further back at the head of the streams—tributaries—of the Missouri, and the parts that are lower down and that are affected by floods and other things. And they think that by some other method they will be able to agree, but it's always been terribly hard to get them to agree, unless there is some—what might be called a central authority to—to make the final decision.

Of course, they ought to be heard the whole length of the Missouri, which covers a tremendous territory, but somebody's—there ought to be somebody—it's a question of speed—getting things done. So they would hear them all, and bring them together, and talk things over, and make a final decision.

Then the second part of it relates to a thing that goes way, way back. Who is to build the dam, the Department of the Interior or the War Department? Well, that is purely a jurisdictional thing, and it has never worried me very much. They each have a corps of dam builders, and they are very good. They built some very, very good dams. Some of them were built by the War Department engineers and some by the Reclamation Bureau.

Of course, the theory—that goes way, way back to 1860 something—is that irrigation was always turned over to the Interior Department to do, but that navigation was turned over to the Army engineers to do. Well, I don't—I don't much care who—who does the actual dam building. It probably is a good thing to have two different dam building authorities—agencies—in the Government, because you get a certain amount of competition between two Government agencies.

Well, there is—as it worked out, they are both pretty good. They are both awfully cocky about the good dams they build. Well, that's fine. That's all to the good. They will both bring in a plan on the same dam, which is part of it navigational in its purpose and part irrigational. And we get plans from both, and then decide which one will do it. Well, that's not bad. There's very little waste as between—in the competition between the two Departments. I would say you would save money, on the whole. But that is a purely jurisdictional thing within the Government construction work.

Of course, the only real example that we have got in operations on a big scale is the T. V. A., and the people down there in all the seven States like it, and it seems to be working. There is no local dispute over the T. V. A. so far, because it has been fair as between the different States. So I don't—I can't tell you in that one particular case about the Missouri, because I am not sufficiently up to date on these different—these different bills.

I still think there ought to be a Missouri Valley Authority. There are an awful lot of States—an awful lot of territory.

And of course, I hope that there will be an authority, for instance, for the Arkansas river. Well, people there—in the East don't—don't visualize it. The Arkansas river rises right on the Continental Divide in western Colorado, and it already has become—has become a menace—floods—by the time it gets down to southeastern Colorado. Pueblo is on the Arkansas river. Well, Pueblo is way out in Colorado. And then it goes—meanders down through a lot of States before it gets down to Arkansas and Louisiana to the Mississippi river. It's an ideal thing to put under an authority.

Same way, we have talked about a Columbia river authority and some people talked about an Ohio river authority, so that I have drawn the thing out on a sheet of paper so many times I can do it in my sleep. A map of the United States—well, I divide it up roughly into seven different regions, one of them being the main stem of the Mississippi river itself, because that has been a separate entity for all time. There is the barge line on the—on the Mississippi, and it is more of a unit than any other river, just a narrow strip from the top end of the country to the southern end of the country.

And I hope that in time we will get seven different authorities, each one with a separate general location.

For instance, a good example, the Cumberland river, which starts up in—what?—northern

Kentucky and wanders down into Tennessee. And it's almost parallel with the Tennessee, and actually as it gets west, just before the Ohio goes into the Mississippi, it turns north and goes into the Mississippi[1] within ten or fifteen miles of where the Tennessee goes in. And yet it is an entirely different watershed. Well, in all probability, affecting in general terms the same States, it ought to be part of the—of the Tennessee—Tennessee Valley Authority, to save time and trouble. And the construction work of the T. V. A., of course, will be completed pretty soon. I think it's fair to take on another valley basin.

When you come to the other problems, the little rivers to the south of it, like—what?—Tombigbee, which starts across a little watershed about 150 feet high and about 25 miles from the Tennessee—and the Tennessee, of course, running at that point northwest to the Tombigbee and due south to the Gulf of Mexico—well, there are half a dozen Tombigbees in that—in the Gulf section. Probably, they should be put into a separate authority, including rivers in Texas.

But it is awfully hard, because there is so much feeling, that no one State wants to join up with another State in the general policy or management of running a great watershed project. Mind you, it isn't only water power. That is one of the—one of the lesser things, on the whole.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]The Ohio is meant.

1140 HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET, TO ROOSEVELT

WASHINGTON, D. C., *Nov. 16, 1944*

MEMORANDUM FOR THE PRESIDENT: There are now before the Congress, for its consideration in connection with pending legislation and with your message of September 21 calling for a Missouri Valley Authority, two reports setting up engineering plans for the development of the waters of the Missouri River. The one of the Chief of Engineers, U. S. Army, submitted by the Secretary of War, is published as House Document 475, 78th Congress,[1] the other of the Bureau of Reclamation, submitted by the Secretary of the Interior, is published as Senate Document 191, 78th Congress.[2] The two reports are in part in conflict.

On October 16 and 17, in accordance with instructions of their bureau chiefs, representatives of the Corps of Engineers and of the Bureau of Reclamation met at Omaha, Nebraska, to develop a technical reconciliation of the engineering plans presented in the two reports. Such a reconciliation has been developed and at my request has been submitted to the Bureau of the Budget.[3]

Members of Congress and of the press are aware that this reconciliation report has been prepared and that it has been sent to the Bureau of the Budget. It can be anticipated that if this report is not otherwise made available to Congress, members thereof will call upon the departments for its submission.

This reconciliation now results in there being offered by the two agencies, the Bureau of Reclamation and the Corps of Engineers, a single coordinated plan for the development of the waters of the Missouri River. Such a plan would need to be developed ultimately under your proposal that the Congress create a Missouri Valley Authority. I recommend that you transmit this report to the Congress with the attached letters which I have prepared.[4]

HAROLD D. SMITH

[13:OF 1516:TS]

[1]*Missouri River Basin, Letter Submitting Report on Review of Reports on Missouri River for Flood Control Along the Main Stem from Sioux City, Iowa, to the Mouth* (Washington, 1944).

[2]*Conservation, Control, and Use of Water Resources of the Missouri River Basin . . .* (Washington, 1944).

[3]This report of reconciliation, signed by Chief of Engineers Eugene Reybold for the War Department, and by Commissioner of Reclamation Harry W. Bashore for the Interior Department, to the Secretaries of War and Interior, Oct. 25, 1944, is present (OF 15 16). It encloses, "Joint Report of Representatives of Bureau of Reclamation and Corps of Engineers on Plans for Development of the Missouri River Basin," to the Chief of Engineers and the Commissioner of Reclamation, Oct. 17, 1944.

[4]Identical letters to the Speaker of the House and the President of the Senate; see *post*, 1143.

1141 ROOSEVELT TO HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON, *November 22, 1944*

MEMORANDUM FOR THE DIRECTOR OF THE BUDGET: Jonathan Daniels tells me that the pending Flood Control Bill will jeopardize the possibility of the creation of the Missouri Valley Authority and other similar projects.[1]

Will you make a study and let me know?

F.D.R.

[Notation: T] Memorandum in re the Flood Control Bill, H. R. 4485, a copy of the bill being attached.

[13:OF 132:CT]

[1]Daniels wrote to Roosevelt Nov. 20, 1944 (OF 132), that the policy of the bill as stated in its preamble was antagonistic to his program of river development through regional authorities based on the TVA plan.

1142 ROOSEVELT TO EDWARD R. STETTINIUS, JR., UNDER SECRETARY OF STATE

WASHINGTON, *November 22, 1944*

MEMORANDUM FOR THE UNDER SECRETARY OF STATE: I am not satisfied with the Department's attitude on a Conservation Conference. Whoever wrote the memorandum for you[1] has just failed to grasp the real need of finding out more about the world's resources and what we can do to improve them.

Just for example, take the case of Persia (Iran). The greater part of it, i. e., the North, used to be a forested country. Today it is utterly bare with a few cattle and a few very poor crops in the small valleys. The people are destitute. Anyone who knows forestry would say that an immediate program of tree planting is the only hope for the Persia of the future. The

population is abject—poverty stricken—filthy. Very little water means that something drastic must be done and it will take several hundred years to accomplish it.

But it is a big country and there is plenty of labor. Persia has no resources to buy our products.

Very little is actually known about it, but I am sure there are enormous possibilities.

Lots of countries are like this.

My thought is that we should call a Conference to which each of the United and Affiliated Nations would send one representative. Most of them are poor. One man from each country is enough. The countries that wanted to send somebody could have them meet here in a more or less secluded spot and we would get world information which is now lacking, and in a short period of time we could begin a program to build up non-buying nations into good customers.

When I say a short space of time, I mean a hundred years but that is short in these times.

Will you let me have this memorandum back and also the letter from Governor Pinchot?[2]

F.D.R.

[13:OF 5637:TS]

[1]*Ante,* 1137.

[2]*Ante,* 1125. Answered *post,* 1145.

1143 ROOSEVELT TO REPRESENTATIVE SAM RAYBURN OF TEXAS, SPEAKER OF THE HOUSE OF REPRESENTATIVES

WASHINGTON, *November 27, 1944*

SIR: On September 21, 1944, I sent a message to the Congress recommending the creation of a Missouri Valley Authority that would be charged with the duty of preparing and carrying out a single coordinated plan for the development of the Missouri River Basin for the greatest benefit of its citizens, both present and future, and for the greatest benefit to the United States. At that time there was under consideration by the Congress two reports, the one presented by the Corps of Engineers, the other by the Bureau of Reclamation, which, while presenting comprehensive plans for the development of the Missouri River, were in conflict in many details. The two bureaus have reconciled the technical differences in these two reports and have prepared a joint recommendation which, in conjunction with the two reports, constitutes a basic plan for the development and control of the waters of the Missouri River.

This joint plan represents a beginning in the solution of the problems of the Missouri Valley. But it is only a beginning, for other important matters not within the scope of this joint report bear very materially upon the entire region. As a practical matter, most of these cannot be dealt with by conference and agreement among the ten states directly involved working with separate Federal agencies, for the delay in getting action would be too great to bring about the objectives important to the economy of the entire region. A single authority, such as the Tennessee Valley Authority, over the entire region would provide an adequate mechanism for the adjustment of the interests of the states and for the planning and development of the entire valley.

I am transmitting herewith a copy of that report of reconciliation together with accompanying papers. I now recommend that the plans of the two bureaus, published in House Document 475, 78th Congress, and Senate Document 191, 78th Congress, as modified in accordance with the recommendations of this joint report, be authorized as a basic engineering plan to be developed and administered by a Missouri Valley Authority, such as I have already recommended in my message of September 21.[1]

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: A] Copy of this letter sent to Budget *[Notation:* AS] HDS[2]

[13:OF 1516:CT]

[1]This letter was read in the House on Nov. 28, 1944, and referred to the Committee on Rivers and Harbors. The same letter, addressed to the President of the Senate, was read in the Senate on the same day and referred to the Committee on Commerce *(Cong. Rec.,* 78th Cong., 2d sess., 90:6, 8479-8491, 8504).

[2]Budget Director Harold D. Smith, in whose agency this letter was drafted.

1144 JAMES G. PATTON, PRESIDENT, NATIONAL FARMERS UNION, TO ROOSEVELT

WASHINGTON 4, D. C., *December 7, 1944*

DEAR MR. PRESIDENT: What people like about the TVA idea is that it has decentralized government back to the people themselves. National policies have been applied without adulteration, but they have been adapted to fit the realities of the region, states, and localities.

As one of our Rocky Mountain members has put it, we want to know at all times whom to go to, whom to blame or credit for policies and actions that hurt or help—and we want to get to them without having to travel half way across the continent to do it.

As we go into the historic fight to apply this new principle of government—perhaps the greatest proven discovery of your administration—I wish you would, if you feel you can do so, write me a brief message making explicit and unequivocal your support for the central idea of TVA, viz., *genuine decentralization to the region without the intervention of any department, agency, coordinating board or commission, with responsibility direct to the Office of the President and the Congress.*

Frankly, we fear that, in the midst of the debate over the MVA bill this winter, the issue may be confused by a superficially plausible argument that, to ease the burden on the President or on some other pretext, coordination of various regional authorities should be assigned either to Interior or some new agency.

In our view, coordination if it means anything, means control, and control of administration in Washington means the destruction of decentralization, the key to TVA's success. Unless the MVA, and any other regional authorities proposed, retain this essential characteristic, neither our organization nor people generally will be interested in supporting it.

At present, necessary fiscal and budgetary coordination is being attended to by your Bureau of the Budget and can be continued there, and broad general policies are coordinated by the

Congress, as they should be.

Your assurance on this central issue of genuine, unequivocal, all-out decentralization with respect to MVA and similar authorities for the Columbia, Arkansas, and other river valleys will be of immense help in the weeks and months to come. I hope you will give that word now. With it in hand, we can be well on the way toward success in making TVA the pilot operation for the Nation.[1]

Respectfully yours,

JIM PATTON

[APS] Mr President: Ickes is certainly muddying up the whole basic T. V. A. concept. JIM

[13:OF 1516:TS]

[1]A copy of this letter, with the postscript omitted, was sent by Roosevelt to Ickes with a memorandum dated Dec. 11, 1944 (OF 1516), reading, "Please read and return. I am inclined to believe that he is right." Ickes reacted violently in a lengthy letter of Dec. 18, 1944 (OF 1516). After restating his position on the administration of regional conservation authorities, he charged that the Missouri Valley Authority bill would lead to the destruction of the Interior Department. He said that the problems confronting the development of the Missouri Valley's resources were far more varied and complex than those of the Tennessee Valley, and that the TVA method was unsuited to the former region.

1145 EDWARD R. STETTINIUS, JR., UNDER SECRETARY OF STATE, TO ROOSEVELT

WASHINGTON, *December 16, 1944*

MEMORANDUM FOR THE PRESIDENT . . . PROPOSED CONFERENCE ON CONSERVATION AND NATURAL RESOURCES: Your memorandum of November 22 makes it clear that we had previously misunderstood this proposal. We had been thinking of it in terms of a "full-dress" international conference and we had questioned its advisability during the war. We had had in mind the difficulty in getting facts from countries still the scene of hostilities, and possible duplication of the conservation work of some of the other conferences.

My suggestion would be that we start now finding out more about the world's resources and what we can do to improve them, on an experimental basis, in areas where the necessary information can be obtained during the war. These would include the Near and Middle East, Africa, and this hemisphere.

Subject to your approval, a meeting could be called in North Africa for the Near and Middle East and Africa. A similar one could be held in this hemisphere under the auspices of the Inter-American Economic and Financial Committee or the Pan American Union. A good start, even during the war, could thus be made on these areas about most of which existing data is very inadequate. Then, after hostilities cease, we could complete the job by gathering the requisite information on Europe and the Far East.

The next time we are together, perhaps we can discuss this further. The memorandum and the letter from Governor Pinchot are returned herewith, as you requested.[1]

E. R. STETTINIUS, JR.

[13:OF 5637:TS]

[1]*Ante,* 1142, 1125.

1146 HAROLD L. ICKES, SECRETARY OF THE INTERIOR, TO HAROLD D. SMITH, DIRECTOR, BUREAU OF THE BUDGET

WASHINGTON 25, D. C., *Dec. 22, 1944*

MY DEAR MR. SMITH: This Department has been requested to report on enrolled bill H. R. 2241, entitled "An Act to abolish the Jackson Hole National Monument as created by Presidential Proclamation Numbered 2578, dated March 15, 1943."[1]

I recommend that the President withhold his approval from H. R. 2241 for the reasons stated in the attached draft of a proposed memorandum of disapproval.[2] In addition, the abolishment of the Jackson Hole National Monument would make impossible the acceptance of the offer to the Federal Government by John D. Rockefeller, Jr., of 32,117 acres of strategic land within the monument, a gift to the people of the United States which cost him approximately one and one-half million dollars.

The Proclamation of March 15, 1943, issued pursuant to the Antiquities Act of June 8, 1906 (34 *Stat.* 225), which established the Jackson Hole National Monument, merely reserved the Federal lands within the monument boundaries from all forms of appropriation under the public land laws, subject to prior existing rights, and provided for their administration as a national monument. The owners of private lands within the limits of the monument retain their ownership and are entitled to the full use and enjoyment of their property to the same extent as private landowners elsewhere.

Soon after the creation of Jackson Hole National Monument by the President I issued a policy statement outlining the principles to be followed in its administration. A copy of that statement is enclosed.[3] Since then I have repeatedly indicated that I would be willing to support legislation that would extend the force of law to the policies expressed in that statement. Nor would I object to the enactment of legislation which, in addition to providing for the continuance of existing leases, permits and licenses during the lifetime of the present holders and the members of their immediate families, would provide for the continuation of grazing privileges on Federal lands within the monument until such time as the lands to which these privileges are now appurtenant had been acquired by the Federal Government. Provisions to this effect were contained in H. R. 5469 introduced by Chairman Peterson of the House Public Lands Committee on November 16.

In all fairness it must be admitted that a serious tax problem will confront the people of Teton County, Wyoming, if and when the Rockefeller holdings are acquired by the United States. In order to overcome the objection that the local tax structure would be jeopardized as a result of the removal of these lands from the tax rolls, I have gone on record as favoring the enactment of legislation which would permit some part of the revenues inuring to the Federal Government from national parks and monuments to be turned over to Teton County. Appropriate provisions to this end were also contained in H. R. 5469.

I appeared before the House Committee on the Public Lands and the Senate Committee on Public Lands and Surveys when H. R. 2241 was before them for consideration. In my statements to those Committees I took great pains to outline the true facts involved and to explain the misrepresentations and misunderstandings which the proponents of H. R. 2241 have intentionally and widely circulated, not only through the press, but also in the course of

the hearing and debates on this measure. For your information I am enclosing copies of my statements to the Committees.[4]

Sincerely yours,

HAROLD L. ICKES

[13: BUDGET BUREAU ENROLLED BILLS:TS]

[1]H. R. 2241 was debated at length in the House on Dec. 8 and 11, 1943. Its supporters made much of the argument that in establishing the monument by proclamation the President had usurped the powers of Congress. They charged that the area was not worthy of monument status, that its residents would be unjustly deprived of their homes, and that the monument was not wanted by Wyoming. Most of the western representatives supported the bill; however, Outland (Calif.), in a long and obviously carefully prepared statement, said that the manner of the preservation of the area (whether by park or monument) was immaterial: the important thing was to preserve it while it retained its wilderness character. The bill was approved by the House on Dec. 11 and by the Senate on Dec. 19, 1944 *(Cong. Rec.,* 78th Cong., 2d sess., 90:27, 9090-9095, 9283-9286, 9804). With passage of the bill, supporters of the monument asked for a veto; its opponents urged approval.

[2]Ickes' draft is present; concerning it see *post,* 1148 n.

[3]"Statement of Policy Concerning Administration of Jackson Hole National Monument, Wyoming," a one-page mimeographed document issued by the Secretary of the Interior on April 8, 1943.

[4]"Statement of the Secretary of the Interior Before the House Public Lands Committee, June 1, 1943"; "Statement of Harold L. Ickes, Secretary of the Interior, Before the Senate Committee on Public Lands and Surveys, on H. R. 2241, A Bill to Abolish the Jackson Hole National Monument, Friday, December 15, 1944." (These are mimeographed documents.) The House Committee hearings are printed: *To Abolish the Jackson Hole National Monument, Wyoming,* Hearings, 78th Cong., 1st sess., on H. R. 2241, May 19-June 9, 1943 (Washington, 1943).

1147 STATEMENT BY ROOSEVELT ON SIGNING THE 1944 FLOOD CONTROL BILL

[WASHINGTON] *December 23, 1944*

I have signed, on December 22, 1944, the Flood Control Bill, H. R. 4485. It appears to me that, in general, this legislation is a step forward in the development of our national water resources and power policies. The plan of calling upon states affected by proposed projects for their views is a desirable one, but, of course, the establishment of such a procedure should not be interpreted by anyone as an abrogation by the Federal Government of any part of its powers over navigable waters. Authorization of the projects listed in the bill will augment the backlog of public works available for prompt initiation, if necessary, in the post-war period.

I note, however, that the bill authorizes for construction by the Corps of Engineers and the Bureau of Reclamation those improvements in the Missouri River Basin which, on November 27, 1944, I recommended be developed and administered by a Missouri Valley Authority. My approval of this bill is given with the distinct understanding that it is not to be interpreted as jeopardizing in any way the creation of a Missouri Valley Authority, the establishment of which should receive the early consideration of the next Congress.

I consider the projects authorized by the bill to be primarily for post war construction, and, until the current wars are terminated, I do not intend to submit estimates of appropriation or approve allocations of funds for any project that does not have an important and direct value to the winning of the war.[1]

[W. H. PRESS RELEASES: M]

[1]This was drafted by the Budget Bureau. A slightly different version, signed by Roosevelt, is present (Budget Bureau Enrolled Bills); in this the first sentence reads, "I have today signed the Flood Control Bill, H. R. 4485." A much longer Interior Department draft is also present; with this is a memorandum, Rosenman to Roosevelt, Dec. 22, 1944, recommending that the Budget Bureau draft be issued. The Interior Department draft noted that the new law provided for "participation by the states and other agencies in the work of the Army Engineers," and gave "assurance that the views of affected states and agencies on proposed works" should be presented to Congress in an orderly manner. It noted that the Secretary of the Interior was given authority to make sure that electric power developed under the act would be disposed of in the public interest, and that reclamation uses of water from Army dams and reservoirs were placed under that official. The Interior Department draft also reviewed the Reclamation Bureau-Army Engineers dispute over the administration of the Central Valley of California projects and pointed out that the new law incorporated the policies urged by the Interior Department.

1148 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *December 29, 1944*

MEMORANDUM OF DISAPPROVAL: I have withheld my approval from H. R. 2241 "To abolish the Jackson Hole National Monument as created by Presidential Proclamation Numbered 2578, dated March 15, 1943."

The effect of this bill would be to deprive the people of the United States of the benefits of an area of national significance from the standpoint of naturalistic, historic, scientific and recreational values. The Jackson Hole National Monument as established by Proclamation Numbered 2578 constitutes an outstanding example of a valley formed by block-faulting and glacial action[1] and has as significant a story to tell of these great forces of nature as has the Grand Canyon to reveal of erosive processes. It also constitutes a breeding and feeding ground for rare types of birds and animal life. For many years it was a celebrated rendezvous of trappers and Indians; very few areas of the West preserve as many frontier associations. In addition, it provides the necessary foreground for the great mountain peaks in the adjoining Grand Teton National Park, and in its scenic and geologic characteristics forms an integral part of the whole Grand Teton region.

In issuing the proclamation creating the Jackson Hole National Monument, I followed precedents repeatedly established by my predecessors, beginning with President Theodore Roosevelt, in exercising the authority conferred by section 2 of the Antiquities Act approved by the Congress on June 8, 1906 (34 *Stat.* 225). Eighty-two national monuments have been established by Presidents of the United States of both political parties. Seven of these monuments are larger than the Jackson Hole National Monument. There are few official acts of the President of the United States, in the field of conservation or in any other phase of Government, so amply supported by precedent, as is the proclamation establishing Jackson Hole National Monument. In the light of the legislative history of the Antiquities Act of June 8, 1906, and the interpretation placed thereon by the Supreme Court of the United States in *Cameron* v. *United States* (252 U. S. 450), I am convinced that Jackson Hole is an "object of historic or scientific interest" within the meaning of that Act. Therefore, I cannot assent to the position taken by the proponents of H. R. 2241 that the monument reserve should be annulled on the ground that there was no authority for its creation.

The proclamation establishing the Jackson Hole National Monument reserved only the Federal lands within appropriately designated boundaries, and was issued subject to all valid existing rights. As in the case of many other Federal reservations, certain private and State

lands are also within the boundaries designated in the proclamation. These lands, which comprise a small fraction of the total acreage, are not affected in any way by the proclamation. They are still in private and State ownership and the rights of the owners are the same as they were before the proclamation was issued. No lands have been or can be confiscated; no citizens have been or can be dispossessed. Moreover, private property and incomes within the monument boundaries remain subject to taxation by the State and county to the same extent as they were before the monument was established.

Soon after Jackson Hole National Monument was created, the Secretary of the Interior issued a policy statement setting forth definite principles to govern the administration of the Federal lands within the monument. This statement provides for the continuance of all permits issued by the Forest Service or other Federal agencies for the use of lands now within the national monument during the lifetime of the present holders and the members of their immediate families. In this statement the Secretary recognized existing grazing privileges on monument lands and existing stock driveway privileges, and declared that cattlemen desiring in the spring and fall to drive their cattle across monument lands, between their respective ranches and the summer ranges, would be permitted to do so as a matter of settled administrative policy.

I recognize the seriousness of the tax problem that might be produced in Teton County, Wyoming, were those lands within the monument boundaries which have been acquired by private interests, for ultimate incorporation in the monument, to be removed from the tax rolls at a time when fully equivalent revenues have not as yet accrued to the County through the development of the tourist attractions of the region. I would be sympathetic to the enactment of legislation whereby revenues derived by the Federal Government from the National Park and Monument system could be used to off-set, on an equitable basis, any loss of taxes due to the Federal acquisition, by donation or purchase, of private lands within the monument. I would also be sympathetic to the enactment of legislation that would incorporate into law the administrative policies with respect to the private utilization of Federal lands within the monument to which I have already referred. Among other things, such legislation might provide assurance for private landholders within the monument who now have grazing privileges on Federal lands that these privileges will be continued to them, and to their heirs and assigns, so long as the lands to which these privileges are appurtenant remain in private ownership.

In the establishment of the Jackson Hole National Monument consideration was given to the interests of the people of the United States as a whole in order that the area might be preserved and made available to our citizens for the realization of its highest values, including its scenery, its scientific interest, its wildlife and its history. I believe that whatever reasonable objections may exist to the continuance of the monument can be overcome without depriving this area of the protection to which it is justly entitled under the Antiquities Act of June 8, 1906, and under the other laws relating to national monuments. Therefore, it would seem to me that the proper remedy in this situation is not the undoing of what has been done, but the making of such adjustments as may be appropriate to meet the local conditions.

For these reasons I feel that it is my duty to withhold approval from H. R. 2241.[1]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES:M]

[1]This memorandum of disapproval was drafted by the Budget Bureau. It is the same as the draft that Ickes sent to the Budget Bureau in his letter of Dec. 22, 1944 *(ante,* 1146), except for the omission of a paragraph which

followed paragraph two of the statement as here printed. This omitted portion called attention to the eighty-two national monuments that had been created by Presidents of both parties since the approval of the American Antiquities Act of June 8, 1906 (34 *Stat.* 225). With the Budget Bureau draft is a memorandum, Rosenman to Roosevelt, Dec. 27, 1944, referring to H. R. 2241, "I concur in the recommendation that this bill be vetoed, and recommend that the memorandum of disapproval prepared by the Budget Bureau be signed."

Senator O'Mahoney of Wyoming, leader of the Senate group supporting the bill, wrote to Roosevelt at length on Dec. 22, 1944 (OF 928). He urged that the bill be approved on the principal ground that the creation of the monument was an injustice to those landowners in the area who had not sold their land to Rockefeller. Hassett replied Dec. 30, 1944 (OF 928), that while the President regretted that he could not accede to O'Mahoney's wishes, he felt sure that his decision, "reached after most careful consideration," would merit his respect. Of the thirty-some letters in the Roosevelt Library concerning the act (OF 928), about a third (mostly from western governors) urged its approval, while the remainder (mostly from heads of conservation organizations) urged its veto. In 1950 Jackson Hole National Monument became part of Grand Teton National Park.

1149 ROOSEVELT TO EDWARD R. STETTINIUS, JR., SECRETARY OF STATE

WASHINGTON, *January 2, 1945*

MEMORANDUM FOR THE SECRETARY OF STATE: It is perfectly all right for Joe Grew to act as President of "The Save-the-Redwoods League" but I think it important to get the idea abroad that some long-time conservationists are interested. For example, Gifford Pinchot, who is undoubtedly our No. 1 conservationist, should be in this thing.[1]

F.D.R.

[13:OF 5666:CT]

[1]Stettinius, in a memorandum to Roosevelt of Dec. 27, 1944 (OF 5666), asked if it would be proper for Grew to head a campaign for funds to establish a "National Tribute Grove" to honor the men and women of the armed forces of World War II.

1150 ROOSEVELT TO GEORGE SEHLMEYER, MASTER, CALIFORNIA STATE GRANGE, Sacramento

[WASHINGTON] *January 8, 1945*

MY DEAR MR. SEHLMEYER: Secretary Ickes has told me of his conversation with you regarding your proposal for establishing a Central Valley Authority, about which you wired me on October 5.[1] I am hopeful that this area may be included in legislation for establishing River Basin agencies.

I have repeatedly urged that additional projects in the Central Valley such as the Kings and Kern River developments be undertaken by the Reclamation Bureau in order to achieve orderly unified administration under the Reclamation Laws. Moreover, effective coordination of these multiple-purpose water conservation projects with the other local activities of the Department of the Interior, such as the mineral development work of the Bureau of Mines and the program for fish and wildlife conservation, is essential to a proper resource program of the basin.

I favor the establishment of regional agencies for the handling of Federal responsibilities in the field of conservation. However, legislation creating such an agency for the Central Valley or for any other region where the irrigation of arid lands is a major concern should include the most careful consideration of this phase of water conservation and should carry forward

the sound traditions of the Reclamation Laws.[2]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

JHL
[Notation: AS] Copy of this reply sent to Interior 1/9/45. hms

[13:OF 402:CT]

[1]Sehlmeyer said that the position of the California State Grange was that the complex problems of the Central Valley project could best be solved by a regional administration, and that the Grange feared that pending legislation in Congress would result in competition among Federal agencies in developing the project (OF 402).

[2](Drafted by the Interior Department.) On the failure to resolve the Central Valley dispute, see Maass, *Muddy Waters,* pp. 252-259.

1151 ROOSEVELT TO HAROLD L. ICKES, SECRETARY OF THE INTERIOR

[WASHINGTON] *January 8, 1945*

DEAR HAROLD: Before I answer Patton's letter about the Missouri Valley and other Authorities,[1] I wish you would give consideration to two problems which tie in with the whole subject.

The first is the preservation of State's rights and the Authority method seems to have done this very well in the case of TVA—McKellar being the only dissenter. The other matter relates to the Interior Department. What you say is perfectly true in the sense that no President ought to have to manage or settle the problems of seven or eight different Authorities.

On the other hand, TVA's great success has been the fact that it has been, in practice, autonomous and people in the Tennessee watershed can get decisions and actions from Knoxville instead of having to come to Washington. How can we arrange things so that this will continue but that at the same time, Interior will have a large say and a final say in things like grazing, irrigation, etc. etc.?

This, of course, would be more true in places like the Missouri Valley than in an Authority over the Eastern Seaboard Valleys, for example.[2]

F.D.R.

[13:OF 1516:CT]

[1]*Ante,* 1144.

[2]Ickes replied Jan. 15, 1945 (OF 1516), that he believed in "regional agencies administered in the region by officials who have jurisdiction to make final decisions." He described a plan which he favored: this contemplated a number of regional agencies, to be coordinated by a River Basin Planning Board, headed by the Secretary of the Interior. This board would "develop general national plans and programs for river basin development," and the Secretary of the Interior would be empowered to supervise the activities of the various regional authorities. Ickes said that he had drafted a bill embodying these proposals for introduction in Congress if Roosevelt approved, and he enclosed a draft reply to Patton which argued: (1) a drive for several regional authorities would be more successful

than for one; (2) with "a multiplicity of such authorities" a central agency was necessary; and (3) this agency should be the Interior Department. Ickes' proposed letter was not sent. Patton wrote to Roosevelt again on March 28, 1945 (OF 1516), charging that Ickes' campaign to gain control of all valley authorities was threatening to block affirmative action on the Missouri Valley Authority bill.

1152 ROOSEVELT TO GIFFORD PINCHOT, Washington

WASHINGTON, *January 16, 1945*

MEMORANDUM FOR HON. GIFFORD PINCHOT: I have been so busy over the new year that this is the first chance I have had to send you Stettinius' memorandum to me.[1] What do you think of these area conferences?

F.D.R.

[13:OF 5637:CT]

[1]*Ante*, 1145.

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1153 GIFFORD PINCHOT TO ROOSEVELT

WASHINGTON 6, D. C., *January 21, 1945*

DEAR MR. PRESIDENT: When you told me at luncheon on Friday that you are going to take up the proposed Conference on conservation as a basis of permanent peace with Churchill and Stalin, I saw great things ahead and was more delighted than I can easily say.[1] In view of that decision, would it be a good plan to make for you a rough preliminary list of subjects to be considered and get together some applicable facts about natural resources?

If you think it might be helpful, shall I go ahead, quietly and informally, and of course without publicity, and ask a few Government experts for needed assistance? For I am very far from knowing it all.

Another matter. I am deeply pleased and very grateful that you are willing to send a message to the Forest Service on its Fortieth Birthday. It is to be read on the afternoon of February first, on which day, forty years ago, Theodore Roosevelt signed the bill. I hope the enclosed draft may be of use.[2]

Warmest good wishes to you and yours from Leila and me, and a safe and successful journey.

Yours as always,

GIFFORD PINCHOT

[Notation: A: TULLY] OK to prepare

[13:OF I—C:TS]

[1]There is no record of Pinchot having lunched at the White House on the preceding Friday (January 19). He may have seen Roosevelt on Friday, January 12, at Hyde Park. The President left for the Crimea Conference on Jan. 22, 1945. See below.

[2]Pinchot here referred to the passage of the act transferring the forest reserves from the Interior Department to the Agriculture Department, approved Feb. 1, 1905 (33 *Stat.* 628). The enclosed draft was revised by Roosevelt and sent as a letter of congratulations to Forest Service Chief Lyle F. Watts, Feb. 1, 1945 (OF I—C).

1154 GIFFORD PINCHOT TO ROOSEVELT

WASHINGTON 6, D. C., *January 22, 1945*

DEAR MR. PRESIDENT: Here is the brief preliminary statement on the proposed Conservation Conference about which Mrs. Boettiger spoke to me yesterday.[1] I hope it will answer your purpose.

I have intentionally avoided detail, first because you yourself don't need it, and also because the more detail, the more chance there might be for dissent from others.

During your absence I am going ahead to prepare a much more detailed plan for the proposed Conference, as I understand from Mrs. Boettiger you wish me to do. Much material has already been collected by individuals, by certain Nations, and by the League of Nations. I shall need to consult a number of experts, some in the Government service. I take it I have your permission to do so.

Every good wish to you, and every success on your epoch-making journey.

Yours as always,

GIFFORD PINCHOT

[13:OF 5637:TS]

[1]This is embodied in the longer statement enclosed by Pinchot in his letter to Roosevelt of March 28, 1945, *post*, 1165.

1155 ROOSEVELT TO HENRY L. STIMSON, SECRETARY OF WAR

[WASHINGTON] *Jan. 31, 1945*

MY DEAR MR. SECRETARY: On December 22, 1944, I gave my approval to Public Law 534 authorizing the construction of certain public works on rivers and harbors for food control and for other purposes. This bill authorizes the appropriation of $955,500,000 to your Department for surveys and for the construction of the public works authorized therein. As I stated when I signed the bill, I consider the projects authorized to be primarily for post-war construction, and until the current wars are terminated I do not intend to submit estimates of appropriation or approve allocations of funds for any project that does not have an important and direct value to the winning of these wars. Moreover, some of these projects have lower economic priority than others. Also there are features, I think, of some of these projects that will require adjustment before initiation of programs for their construction. I wish, therefore, that you defer making any allocation of funds or request for appropriations either for construction or for the preparation of necessary plans, specifications, and preliminary work for any of these projects, until they are taken up with the Director of the Bureau of the Budget for Executive Office approval.

I think that all of us concerned with rivers and harbors and conservation of water resources recognize today that one river is one problem. No longer can we make a practice of treating each consideration as an isolated problem. Rather, the whole must be considered. I think that your Department has had for some years now full authority to make continuing surveys for food control, navigation, and hydroelectric power development on practically all of the major streams of the Nation, and it seems to me that these individual flood control surveys might

well be consolidated in comprehensive basin studies. Furthermore, other agencies of government concerned with water resource control and development are making surveys on the streams of the country. It seems to me that when more than one agency is concerned with development of a river basin, the best composite judgment of the executive branch shall be made available for consideration, and all the agencies concerned should work together and make reports, through the Bureau of the Budget, to me and to the Congress, jointly setting forth recommendations as to what physical works are needed for the development of the basin.

I wish you would have your Department proceed to follow out these suggestions in order that, with the least possible delay, work can go forward in full towards the preparation of necessary plans and specifications for this part of the backlog of public works for post-war construction.

Sincerely yours,

[FRANKLIN D. ROOSEVELT]

[Notation: AS] HDS[1]

[13:OF 635:CT]

[1]Budget Director Harold D. Smith, in whose agency this letter was drafted. In his memorandum to Roosevelt of Jan. 23, 1945 (OF 635), enclosing the draft, Smith said he thought the time had come to stop making piecemeal surveys of parts of the country's rivers. "We should consider each river basin as a whole and, in fact, should coordinate the surveys of the various agencies while they are being made." Stimson replied to Roosevelt Feb. 27, 1945 (OF 635), that he would comply with the President's wishes. With respect to the need for considering river basins as entities and for getting the "best composite judgment of the agencies concerned," Stimson said the Corps of Engineers had been doing this for several years.

1156 SAMUEL I. ROSENMAN, SPECIAL COUNSEL TO THE PRESIDENT, AND JONATHAN DANIELS, ADMINISTRATIVE ASSISTANT TO THE PRESIDENT, TO ROOSEVELT

WASHINGTON, *February 7, 1945*

MEMORANDUM FOR THE PRESIDENT: In your absence we have talked with David Lilienthal about the questions involved in the proposed extension of the TVA idea to other regions. At our request he has prepared a long memorandum, a summary of which is attached.[1] We are impressed with the points he makes and hope very much that no plans or decisions in this field will be made by you until we have had an opportunity to discuss it with you further. Also, we hope that you can find time to discuss the matter with Lilienthal after your return.

SIR
JD

[13:OF 1516:TS]

[1]The longer memorandum has not been found in the Roosevelt papers.

1157 *[Enclosure]* DAVID E. LILIENTHAL, CHAIRMAN, TENNESSEE VALLEY AUTHORITY, TO SAMUEL I. ROSENMAN AND JOHATHAN DANIELS

[WASHINGTON, *February 7, 1945]*

This is a summary of a memorandum to you, prepared at your request and discussed with you February 6, 1945, plus reference to a few additional points developed in the course of our yesterday's discussion.

1. The effective way to secure legislation providing for additional regional agencies like TVA, as recommended by the President in his message to the Congress of September 21, 1944, is at this stage to concentrate on a Missouri Valley Authority (MVA).

The legislative phase, even for one more regional agency, will take a considerable period at best. To press, simultaneously, for a number of "TVA's" at this point will endanger the early prospects of action on the one that has the best chance. That one is probably MVA, because of strong and increasing support and understanding of the idea within that region. This kind of priority attention will not discourage the continued growth of local support for such agencies in other regions—such as Arkansas Valley, Columbia Valley, and perhaps the Central Valley in California. On the contrary.

2. The vitality in the TVA idea lies in the decentralization of its administration, the fixing of responsibility in a Board making its decisions in the field. That is what the people want. That is why the Tennessee Valley people fight for TVA. It is the feature about TVA most widely discussed. To suggest that an MVA should not be independent like TVA but should be made subordinate to the Department of Interior would be interpreted by advocates of an MVA as a repudiation of the essential characteristic of the regional development they are so vigorously supporting. The only people now supporting MVA would fall away. The loss of this support would spell defeat for any regional agencies.

3. Advocates of MVA have studied the TVA. They understand that on this point there can be no compromise. They realize that TVA'S decentralized methods of administration rest squarely on the independence of its Board. The characteristics are not separable. When it is suggested that regional authorities may make their decisions in the field while at the same time reporting to the Secretary of the Interior for the purposes of "coordination" they recognize that such administrative "coordination" is a denial of the power to decide in the field. "Coordination" of operating decisions is control of those decisions. Under a regional agency like TVA coordination takes place in the field, not in Washington. Problems are settled where they arise, not referred up through bureaucratic levels.

4. The creation of an independent MVA need not result in an unreasonable burden on the President. In fact, properly organized, an MVA should be from the beginning as TVA has been in its maturity, a device to lessen the administrative burdens inevitably connected with the development of a region's resources.

An analysis of the problems on which TVA has been required to consult the President reveals that many of them would not be repeated. Today, on the part of Congress, other government officials, and the people there is wide understanding that under the TVA plan responsibility is fixed in the Board. That understanding provides a climate which tends to reduce all the requirements for the personal attention of the President and together with a perfected statute will eliminate almost all the problems which had to be considered by the White House in the early years of TVA.

[13:OF 1516:T]

1158 MORRIS L. COOKE TO ROOSEVELT

WASHINGTON 5, D. C., *February 15, 1945*

MY DEAR MR. PRESIDENT: In connection with an inquiry as to actual results which can be credited to the Great Plains Report (1936 Drought Report) I have run across some very exciting data about the much maligned "tree belt." As originally proposed, the line was theoretically to run generally north and south. Actually the direction of the plantings is generally east and west—to face prevailing local winds. The distance between the Canadian border and the southern end is approximately 2,000 miles but the tree belt sections, if placed end to end, would now run 100,000 miles. Rows of ten are a prevailing standard. 65 percent of the trees planted are in "excellent" condition and only 5 percent are poorly. Much of this area never did have trees. Now that 250,000 acres have been so successfully planted the people have plans for an additional two million acres. They like trees and now know they can have them. Many new varieties have been successfully tried. All these statements should be checked.

In view of the way this suggestion was originally received it occurs to me that you may care to secure "through channels" a report on accomplishments and prospects of the tree belt. Some airplane views would lighten the story. I would be glad to help if needed.[1]

Yours very sincerely,

MORRIS L. COOKE

[13:OF 149:TS]

[1]Answered *post,* 1160.

1159 PRESS CONFERENCE, Aboard the U. S. S. *Quincy,* February 23, 1945, 12:15P.M.

[Excerpt][1] The President: We can look as far ahead as humanity believes in this sort of thing. The United Nations will evolve into the best method ever devised for stopping war, and it will also be the beginning of something else to go with it.

Last year I flew to Teheran—across Persia. Persia probably is the poorest country in the world. In the early days, Persia was a pretty well wooded country. The Turks cut down all the woods. It has been a woodless country since. Niney-seven or eight percent of the people of Persia are tenants. Only one or two percent of the whole nation owns land or property. The only part they live in in Persia is in river bottoms.

Really, the people of Persia have no money. They can barely get enough to eat. The soil is all eroded—boulders where there should be fields. There's no rainfall, because it hasn't got absolutely any moisture; sun can't draw any out of the land, and the moisture in the land runs off in a few hours time. Persia has no purchasing power in the world except for certain things God gave it, like oil. It is neither sustaining nor has it any money to buy things.

Of course, the obvious thing for Persia to do is to improve its own country. Reforestation is the best hope, and the nation then might sustain itself, its whole standard of civilization would be a great deal higher. They could make more things than it could sell, buy many things it could not make.

The same thing is true about Iraq, Arabia, Lebanon, Syria, Palestine and Turkey. They've got no purchasing power to do anything with. Their only purchasing instrument is oil. Their people are not educated, do not get enough to eat, cannot cope with health problems. We

talked quite a lot about this at the conference.[2]

Now, of course, all that is tied up more or less with peace. A country that isn't moving forward with civilization is always more of a potential war danger than a country that is making progress.

I even talked to Ibn Saud about that—mentioned the fact that I was a tree farmer.

One of his sons—I don't remember which one—was very much impressed, expressed his amazement. He said, "I am a farmer too."

Ibn Saud said, "I am too old to be a farmer. I would be much interested to try it, if I wasn't too old to take it up."

Take the Arabian, for instance. If you want to start a farm, you might build a dam, or start a pond or lake, but it would all evaporate overnight, the air is so dry. But there is plenty of water lying fifty or sixty feet below the ground. Now, if you can keep it below the ground to prevent evaporation, and put in pumps run by oil, you can get it out of the ground and do your irrigating at a very low cost.

This is just an example of how to do the same thing from a different angle.

Q: Wouldn't that be a long-time proposition?

The President: Growing trees is a long-time proposition.

Q: Do you mean that the conference looked ahead over a great many years?

The President: Sure, we are looking at the human race, which we hope won't end in fifty years.

[13:PRESIDENT'S PRESS CONFERENCES:T]

[1]This press conference took place while the *Quincy* was en route from Algiers to Newport News. The President had been asked if the United Nations could be the foundation for world peace for more than the immediate generation. Newspaper men present were Merriman Smith, Douglas Cornell and Robert G. Nixon.

[2]Cf. statement by Roosevelt at the fourth plenary meeting of the Yalta Conference, in the State Department's *Foreign Relations of the United States, Diplomatic Papers. The Conferences at Malta and Yalta, 1945* (Washington, 1955), pp. 715-716.

1160 ROOSEVELT TO MORRIS L. COOKE, Washington

WASHINGTON, *February 26, 1945*

MEMORANDUM FOR MORRIS L. COOKE: I have received yours of February 15th in the middle of the Atlantic. It would be fine if you will work up something for me to use as a statement in regard to the tree belt. This can be done in two ways. First, by something in about 3,000 words, and the other a more complete report with pictures.[1]

F.D.R.

[13:OF 149:CT]

1

Cooke replied March 23, 1945 (OF 149), that he would have the report prepared as requested.

1161 ROOSEVELT TO THE CONGRESS

THE WHITE HOUSE, *March 2, 1945*

TO THE CONGRESS OF THE UNITED STATES: I transmit herewith for the information of the Congress a copy of a communication from the Chairman of the Tennessee Valley Authority submitting a report entitled "A Report on the Physiographic, Economic, and Other Relationships Between the Tennessee and Cumberland Rivers and Between Their Drainage Areas."[1] This report was prepared at my request under the authority vested in the Board of Directors of the Tennessee Valley Authority by section 22 of the Tennessee Valley Authority Act and Executive Order No. 6161 issued pursuant thereto.

The report points out the similarity and inter-relationship between the problems of development of the resources of the Cumberland and Tennessee Valleys.

I have heretofore recommended to the Congress the enactment of legislation to bring the Cumberland River and its tributaries within the scope of the Tennessee Valley Authority Act. I take this opportunity to urge again that the Congress give consideration to the enactment of such legislation.[2]

FRANKLIN D. ROOSEVELT

[W. H. PRESS RELEASES:M]

[1]Published under this title as House Document 107, 79th Cong., 1st sess. (Washington, 1945).

[2]Read in the Congress March 2, 1945, this message was referred by the Senate to the Committee on Agriculture and Forestry and by the House to the Committee on Military Affairs *(Cong. Rec.,* 79th Cong., 1st sess., 91:2, 1639, 2672).

On the same date as this message, Roosevelt paid his final tribute to TVA in a letter to Representative Estes Kefauver (OF 42), who had urged reappointment of Lilienthal as TVA chairman:

"You and I can remember when TVA was denounced as one of this administration's wild ideas. It does not seem wild now even to many of those who damned it most loudly at first. But it is, as it was, a great American idea. It is still disturbing, of course, to old advocates of the exploitation of resources without much concern for people beside them. It still disturbs, too, those who do not understand the meaning of TVA as an instrument by which big government need not be absentee government."

1162 DEAN ACHESON, ACTING SECRETARY OF STATE, TO ROOSEVELT

WASHINGTON, *March 19, 1945*

MEMORANDUM FOR THE PRESIDENT: Subject: Proposed Memorandum for Governor Pinchot. You requested the Secretary to prepare for your signature a memorandum for Governor Pinchot suggesting that it would be unwise to have a separate International Conference on the subject of Conservation of Resources.

I am attaching a proposed memorandum along the lines outlined to me by the Secretary.

DEAN ACHESON

[13:OF 5637:TS:PHOTOSTAT]

1163 ***[Enclosure]***

MEMORANDUM FOR GOVERNOR PINCHOT . . . CONSERVATION CONFERENCE: I refer to our previous talks on this subject.

There is no question that conservation of natural resources, including the rehabilitation of agricultural areas that have been denuded for one reason or another, and the planned use of the world's subsoil resources, is of the greatest importance for the future well being of the world. Also there is no question that international collaboration in this field is needed.

We would not want to have a separate international organization to recommend plans and projects with respect to conservation except subordinate to, and related to, the Economic and Social Council of the proposed United Nations Organization. There are, however, other organizations for which plans have been made and which would also come under the Economic and Social Council; and these other organizations would of necessity have some interest in the field of conservation. I refer particularly to the Food and Agriculture Organization, to the International Bank for Reconstruction and Development (which would, under certain circumstances, make funds available for conservation programs), and to the organization which would facilitate the study and discussion of international commodity programs and would aid in the negotiation and operation of commodity arrangements.

Thus, as you see, there are organizational problems involved which have not yet been fully worked out but many of which will, we hope, be settled at San Francisco. Until they have been worked out, I think we should delay the convocation of a conservation conference.

Meanwhile, however, I have this whole problem most urgently in mind and I shall include a recommendation about it in my message to the San Francisco Conference.

I shall want your advice on this matter after the San Francisco Conference, when we will be able to know better what immediate steps we want to take.

[13:OF 5637:T:PHOTOSTAT]

1164 GRACE G. TULLY, PERSONAL SECRETARY TO THE PRESIDENT, TO ROOSEVELT

WASHINGTON, *March 23, 1945*

MEMORANDUM FOR THE PRESIDENT: Anna tells me you wish to be reminded about the world conservation plan in which Governor Pinchot is interested. Anna also said you were not very pleased with the memorandum ~~on the suggestion~~ from the State Department and that you mentioned you would like Gov. Pinchot and Mr. Hugh H. Bennett, Chief of Soil Conservation Service, to get together and work out something pretty concrete. After this has been done, you said you wanted it taken up with someone in the State Department who understands and is sympathetic to the idea.

Do you wish one of us to get in touch with Gov. Pinchot, explain to him that you are extremely busy but suggest that he get in touch with Bennett and even tell him that you were not satisfied with the State Department's working out of this matter?[1]

G.G.T.

[Notation: A: TULLY] OK

[13:OF 5637:T]

[1]Acting Secretary of State Grew took up the Pinchot proposal with Roosevelt following the Cabinet meeting of March 23, 1945. Grew asked him if he wished to discuss the matter or postpone it. "The President said to hold it over as it was not urgent" (memorandum of conversation by Grew, March 23, 1945, State Department, 800.508/3—2345).

1165 GIFFORD PINCHOT TO ROOSEVELT

WASHINGTON 6, D. C., *March 28, 1945*

DEAR MR. PRESIDENT: Before your brilliantly successful visit to Yalta, you were good enough to agree that a rough plan for a World Conference on Conservation as a Basis of Permanent Peace should be worked out during your absence. Here it is.

T. R. introduced conservation to America. Nothing could be more fitting than that you, who have already done so much for conservation on this continent, should crown your good work by rendering the same great service to the rest of mankind.

If you decide to call such a Conference, you will guide all Nations toward the intelligent use of the earth for the general good of men, and you will make to the movement for permanent peace the most enduring contribution of all.

The proposed meeting would assist powerfully in attaining the objectives of the Bretton Woods and Dumbarton Oaks Conferences. It is intended to fit easily into the pattern of the coming international organization.

At your direction, I saw Secretary Wickard. He expressed agreement. Without exception, the Government experts I consulted approved holding the conference.

There will be objections, of course, but the thing can be done.

Every good wish to you, Faithfully yours,

GIFFORD PINCHOT

[13:OF 5637:TS:PHOTOSTAT]

1166 ***[Enclosure]***

Table of Suggestions for the Conference

1. Statement of the case as a Preamble to the Invitation to the Conference.

2. Invitation to all peace-loving Nations, to be prepared by the Department of State.

3. Outline Order of Business.

4. Committee on Agenda.

5. Draft of Possible Conclusions.

6. Draft of Possible Recommendations.

7. Possible preliminary action at San Francisco.

A. Preamble to Invitation

Since human history began, the commonest cause of war has been the demand for land. Under whatever name, land means natural resources. And natural resources—forests and waters, soils and minerals—are the material foundations of human security and progress. Without them we cannot live.

Because the commonest of all causes of war is the demand for land, permanent peace is impossible until, through the conservation of natural resources and fair access by the Nations to raw materials they require, general plenty is assured.

No Nation is self-sufficient in all the natural resources its safety and prosperity require. As industrialization increases, so does the demand for more and more varied natural resources and the raw materials they yield.

The greater the demand for natural resources, the greater the mutual interdependence of Nations, and the more pressing the need for international cooperation in world-wide conservation and fair access as indispensable for permanent peace.

Conservation as a policy is universally accepted as sound, and rightly so. For the conservation of natural resources means the planned and orderly use of all that the earth produces for the greatest good of the greatest number for the longest time. It is therefore the basic material problem of mankind.

The conservation problem is concerned not only with the natural resources of the earth. Rightly understood, it includes also the relation of these resources and of their abundance or scarcity to the distribution of peoples over the earth, to the strength or weakness of Nations, to their leaning towards war or towards peace, and to the misery or prosperity, the constant dread or confident security, of their inhabitants.

In 1908 President Theodore Roosevelt, on the valid ground that "The people of the whole world are interested in the natural resources of the whole world, benefited by their conservation, and injured by their destruction" sent to 58 Nations invitations for a World Conference on the Conservation of Natural Resources, to be held in the Peace Palace at The Hague. Thirty of the Nations had accepted when change of Administration defeated the plan.

Although all intermediate attempts failed, the movement for international conservation thus begun in 1908 has recently been given strong support. In 1940 the Eighth American Scientific Congress, representing all the Nations of the Americas, by unanimous vote declared that:

1. Throughout human history the exhaustion of these resources and the need for a new supply have been among the greatest causes of war.

2. International cooperation to inventory, conserve, and wisely utilize natural resources to the mutual advantage of all Nations might well remove one of the most dangerous obstacles to a just and permanent world peace.

In 1941 the British Association for the Advancement of Science, in preparing a plan for an International Resources Office, declared that:

"Unless we apply our ordered intelligence to this question, the sequence of crisis and war will continue with ever more disastrous results."

The United Nations took a long step towards lasting peace when, through the Atlantic Charter and the Lend Lease agreements, they declared for fair access to needed raw materials for all the peoples of the world. Yet war is still an instrument of national policy for safeguarding natural resources and for securing them from other Nations.

No more vital task confronts the world than to make future wars impossible. We cannot safely ignore any means that promises to assist in bringing lasting peace.

It would be wise, therefore, for the United Nations, through their appointed delegates, to meet and consider the conservation of natural resources and fair access to raw materials between the Nations as vital steps toward unbroken plenty and permanent peace.

Such a Conference might well consider:

1. An International Organization to promote the conservation of natural resources and fair access to necessary raw materials by all Nations.

2. An inventory of the natural resources of the earth.

3. A set of principles for the conservation of natural resources.

4. A set of principles for securing fair access to necessary raw materials by all Nations.

5. Conservation and fair access in postwar rehabilitation and reconstruction.

6. Such other factors of continuous plenty and permanent peace as the Conference might decide to take up.

The information necessary as a basis for such consideration undoubtedly exists here, and could be assembled without undue delay.

Open discussion by an International Conference should bring to light the principles upon which all Nations can agree for conserving and distributing the natural resources of the earth, to the great end of human welfare through general plenty and lasting peace.

Conservation is a basis of permanent peace. Without world-wide conservation, steadfast peace is impossible. And peace is the hope of the world.

B. Invitation to the Conference to be Prepared by the Department of State

If a majority of the Governments of the United Nations accept this invitation, the Government of the United States is prepared to assemble in advance existing data which the Conference might require, and to draw up and submit to the Conference tentative Agenda for its modification or approval.

C. Outline Order of Business

Address of Welcome: The President of the United States

Subject: Conservation is a Basis of Permanent Peace

Responses by Representatives of Other Countries

Organization of the Conference including appointment of Committees and Staff.

Proceedings

To be organized under the Chief Topics of Forests, Waters, Lands, Minerals, and People.

I. Sectional Sessions to consider the principles of conservation and fair access in relation to each of the five Chief Topics.

II. Plenary Sessions to consider general questions relating to two or more of the Chief Topics, such as:

1. Past Wars for Resources

2. An Inventory of Natural Resources

3. Fair Access to Natural Resources

4. Conservation and Human Welfare

5. Conservation and Full Employment

6. International Financing and Resource Development

7. Migration and Resettlement

8. Stockpiling for War and Peace

9. World-wide Conservation and World Peace

10. Whither Mankind?

11. Recommendations and conclusions of the Conference

The Conference might well be held in the City of Washington in late October, 1945, and be preceded by one or more excursions to the best American examples of conservation applied to Forests, Waters, Lands, Minerals, and People.

If sight-seeing can be included, New York Harbor, Niagara, TVA, an irrigation project, a National Forest, Grand Coulee or Boulder Dam, the Bohemian Grove, Yosemite and the Big Trees, and the Grand Canyon are suggested.

D. Committee on Agenda

A Committee, of nine or more members appointed by the President as soon as practicable, to include representatives of each of the Chief Topics and a representative from the Department of State, and authorized:

1. To prepare and arrange for detailed Agenda for the Sectional and Plenary Sessions.

2. To supervise the collection of material necessary or useful in the deliberations of the Conference.

3. To lay out and manage excursions.

4. To promote cooperation with, and secure necessary assistance from existing organizations

in the Government, and in other ways to forward the work of the Conference.

E. Draft of Possible Conclusions

The conservation of natural resources being the planned and orderly use of all that the earth produces for the greatest good of the greatest number for the longest time, the Conference might conclude that:

1. Natural resources are the material foundations of human welfare.

2. No Nation is self-sufficient in all natural resources essential to the safety and prosperity of its people.

3. Without adequate supplies and effective use of necessary natural resources full employment and good living are impossible.

4. The commonest incentive to war has been and still is the desire for land and the natural resources it supplies.

5. The welfare of every Nation depends on fair access to natural resources which it lacks.

6. "The people of the whole world are interested in the natural resources of the whole world, benefited by their conservation, and injured by their destruction."

7. A knowledge of the natural resources of the world is indispensable for using them wisely in the general interest of all peoples.

8. "International cooperation in conserving, utilizing, and distributing natural resources to the mutual advantage of all Nations might well remove one of the most dangerous of all obstacles to a just and permanent world peace."

9. World-wide practice of conservation by wise use and fair access to necessary resources are indispensable bases of continuous plenty and permanent peace.

F. Possible Recommendations

The establishment of an International Conservation Office, whose duty it would be, in cooperation with the United Nations and their appropriate subdivisions:

1. To promote world-wide conservation of natural and human resources to the end of freedom from want and freedom from fear—of better living and permanent peace.

2. To advance the practice of fair access by all Nations.

3. To make, revise, and maintain world inventories of natural resources.

4. To promote international exchange of information concerning supplies on hand, new uses, and probable shortages, of natural resources.

5. To take note of possible disagreements between Nations based on the lack of natural resources, and to recommend means of avoiding them.

6. To cooperate with national organizations concerned with the conservation of natural resources.

7. To make available information useful in the relocation of peoples.

8. To assist in the development, distribution, and especially the conservation, of natural resources throughout the world.

9. To make provision for future Conferences at appropriate intervals.

G. Dr. Lewis L. Lorwin of the FEA[1] has suggested an addition to Chapter I of the Dumbarton Oaks Proposals, entitled "Purposes of the United Nations."

Dr. Lorwin's suggestion is as follows:

4. To encourage international cooperation in the conservation of natural and human resources to the mutual advantage of all Nations in order to maintain and develop the human and material foundations of permanent plenty and enduring peace.

Such an addition would round out and strengthen the statement of Purposes of the General International Organization, and would power fully advance the cause of conservation among the Nations.

[13:OF 5637:T:PHOTOSTAT]

[1]Foreign Economic Administration.

1167 ROOSEVELT TO ELSA TOEPFER, PRESIDENT, WOMAN'S CONSERVATION LEAGUE OF AMERICA, Milwaukee

[WASHINGTON] *April 2, 1945*

MY DEAR MRS. TOEPFER: Because of my long-standing interest in forestry your two letters of February ninth, one to Mrs. Roosevelt and the other to me, were held for my attention while I was away.[1] I have pretty deep convictions that our forests can and should be handled so that they will contribute much more adequately to our national welfare. Forests protect watersheds that are vital for power, irrigation, and food control. They provide outdoor recreation for millions of people. Productive forests add to our national wealth and support permanent industries. They mean jobs and payrolls for hundreds of thousands of workers and opportunities for other thousands in professional, personal and public services.

I recognize the facts set forth in the resolution of the Woman's Conservation League of America. Abuses of our forest resources should be stopped.

The Secretary of Agriculture and the Forest Service have outlined a comprehensive forest program for the Nation. This program includes the substance of your proposal: sufficient public control of cutting on private lands to prevent abuse and provide for adequate timber growth. It also includes additional aids to farmers and other private timber growers, an increase in public ownership of forest land unsuitable for private ownership, and public work to improve and develop the forests.

I should like to see all phases of such a program go forward at the earliest practical date. However, viewing the situation in its entirety, I doubt if it would be practical or desirable at this time to single out destructive cutting for action by executive order. It is important that we find permanent solutions. That calls for legislative action.

Last year Congress passed and I signed several important forestry measures. One opens the way for cooperative sustained-yield management of federal forest land and nearby private

land. Another increases the authorization for cooperation with the States in fire protection on the 430 million acres of State and private forest land. Still another gives authority for completing the Nation-wide forest survey and keeping it up to date. These measures, I think, show that Congress is deeply interested in forest conservation.[2]

I realize, of course, that the demands of war have aggravated an already serious forest situation. At the same time, we have been repeatedly reminded of how vital to the war effort lumber and other forest products are. I am sure that heavy demands upon our timber resources will continue when peace comes. We shall have to meet pent-up civilian needs and we may be asked to help reconstruct war-torn areas abroad. In this we must not lose sight of conservation objectives.

I want you to know that I appreciate your active interest in this subject. Groups such as yours can be of tremendous help in making people aware of the problem. Public discussion of the forest situation and its relation to human welfare will create a firm foundation for a fully effective national program of action.[3]

Very sincerely yours,

[FRANKLIN D. ROOSEVELT]

[13:OF 149:CT]

[1]In "as both letters (OF 149) Mrs. Toepfer urged that the President use his powers authorized by Congress" to prevent forest devastation through improper logging practices. She enclosed copies of a resolution of the Woman's Conservation League of America, Inc., to this effect; this was adopted at a meeting in Milwaukee on Jan. 19, 1945.

[2]The Sustained-Yield Forest Management Act, approved March 29, 1944; the act to amend the Clarke-McNary Act of 1924, approved May 5, 1944; and the act to amend the National Forest Survey Act of 1924, approved May 31, 1944 (58 *Stat.* 132, 216, 265).

[3]Drafted by the Agriculture Department.

1168 ROOSEVELT TO HENRY L. STIMSON, SECRETARY OF WAR, AND MAJOR GENERAL EUGENE REYBOLD, CHIEF OF ENGINEERS, UNITED STATES ARMY

WASHINGTON, *April 9, 1945*

MEMORANDUM . . . Will you talk with the Chairman of the Federal Power Commission[1] so as to get things planned uniformly on the Missouri River Valley Authority situation? Also, it would be a good idea if all of you would talk with Congressman Cochran.

F.D.R.

[Notation: T] Ltr of 3/21/45 to the President from Rep. John J. Cochran; in connection with the preparation of plans by the Interior Dept. re the development of the Missouri River Valley projects, it would be helpful to get a favorable expression from the Chief of Engineers of the Army and the Secretary of the Interior. Ltr sent to the Sec. of War.

[13:OF 1516:CT]

[1]Basil Manly.

1169 ROOSEVELT TO MORRIS L. COOKE, Washington

WASHINGTON, *April 9, 1945*

MEMORANDUM FOR MORRIS L. COOKE: Thank you much for the copy of the article.[1] I like it but it is too dull. Can you send me some human interest stuff to put into it—one story on what tree planting is doing for a given community; another on what it is doing for a typical family. And I need a little more material on what tree planting is doing to enable families to improve their yield in crops.

Things of that kind would help.

F.D.R.

[13:OF 149:CT]

[1]A 2000-word memorandum on the Shelterbelt prepared by Elmer A. Starch of the Lincoln, Nebraska, Office of the Bureau of Agricultural Economics, sent by Cooke April 6, 1945 (OF 149).

1170 GIFFORD PINCHOT TO ROOSEVELT

WASHINGTON 6, D. C., *April 10, 1945*

DEAR MR. PRESIDENT: You will be glad to know, I am sure, that the possibility of a conflict between the World Conference on Conservation and the Food and Agriculture Commission, concerning which Wickard sent for me, seems to have vanished. I had a talk with Pearson,[1] head of the latter, who assured me that he could see no reason for such a conflict.

May I say how much I hope that you will have time to glance at the plan I sent you (on March 28th) before San Francisco, where perhaps some action should be taken.[2]

Every good wish to you.

Faithfully yours,

GIFFORD PINCHOT

[13:OF 177:TS]

[1]L. B. Pearson, chairman of the United Nations Interim Commission on Food and Agriculture.

[2]Pinchot also wrote to Grace Tully on April 10 (OF 277), asking if his plan had been received. See below.

1171 WILLIAM L. CLAYTON, ASSISTANT SECRETARY OF STATE FOR ECONOMIC AFFAIRS, TO EDWARD R. STETTINIUS, JR., SECRETARY OF STATE

[WASHINGTON] *April 17, 1945*

GOVERNOR PINCHOT'S PROPOSAL FOR A CONSERVATION CONFERENCE: I understand that you are soon to meet with Governor Pinchot to discuss his proposal for a

world conference on "Conservation as a Basis of Permanent Peace." This is a matter in which President Roosevelt took a personal interest and on which there is a background of correspondence between the Department and the White House. The chronology is as follows:

(1) On three previous occasions we commented at President Roosevelt's request on Governor Pinchot's proposal. Departmental memoranda, dated November 10, 1944, December 16, 1944, and March 19, 1945 (copies attached), were prepared and submitted to the White House.

(2) The memorandum of November 10 was adverse to the Pinchot proposal as we understood it. It was received unfavorably by President Roosevelt.

(3) The December 16 memorandum suggested a mild and partial acceptance of Governor Pinchot's proposals in the form of informal regional conferences on questions of conservation. It was received by the White House without comment.

(4) The March 19 memorandum was prepared upon the basis of your conversation with President Roosevelt and Secretary Wickard on March 16, and incorporated remarks along the lines of Secretary Wickard's comments which, when made orally, had apparently been well received by President Roosevelt. Our memorandum, however, was returned with the notation that he did not want to forward it to Governor Pinchot. It is not clear whether he disapproved the substance or merely wanted to handle the matter orally.

(5) All three of these previous memoranda were prepared without benefit of any detailed statement by Governor Pinchot of what his proposal specifically contemplated. We now have in hand a copy of what Governor Pinchot calls his "rough outline" for the kind of conference under discussion.[1] It confirms our early misgivings. The suggested agenda and "possible recommendations" and "possible conclusions" all indicate a coverage of discussion that would overlap at almost every turn with the functions of the Food and Agriculture Organization, with the subject matter of the World Trade Conference which you announced in your Chicago speech, with the responsibilities of whatever organization may be established under the Economic and Social Council to deal with international commodity arrangements and related matters, and with such Article VII conversations with individual governments as may be held in the next year or so.

(6) Governor Pinchot and President Roosevelt apparently had the impression that other government agencies were unanimous in support of the Pinchot proposal and that only the State Department was reluctant to give its approval. This impression is not borne out by information received from contacts at working levels. I recommend that before you see Governor Pinchot you discuss the conservation conference proposal with Secretary Wickard and with Mr. Howard Tolley, United States representative on the United Nations Interim Commission on Food and Agriculture.

(7) An attached memorandum contains in summary form the principal points which have been developed in the Department previously on this subject, and some further comments relating specifically to Governor Pinchot's outline proposal.

I recommend that in discussing this matter with Governor Pinchot the Department go no further in the way of encouraging the Governor than a promise to bring his proposal before the Executive Committee on Economic Foreign Policy for its consideration.

W.L.C.

ITP:JALOFTUS:DLW
[Notations: AS] B. F. H. JAL

[13:OF 5637:TS:PHOTOSTAT]

[1]*Ante,* 1166.

1172 ***[Enclosure]***

Proposed Conservation Conference

April 17, 1945

It is recognized that the principles and practice of sound conservation of natural resources are of primary importance to nations and that a considerable measure of international collaboration with respect to conservation can be fruitful. There are, however, several considerations militating against the advisability of an early convocation of a separate conference to deal specifically with the question of conservation.

(1) Such a conference would necessarily be designed either (a) to facilitate the collection of information about natural resources and their utilization, or (b) to propose measures for a collaborative approach to problems of conservation.

(2) It is unnecessary to convoke a world conference in order to facilitate the collection of information. Indeed this can better be done by technicians in the various countries of the world communicating with one another when necessary through normal channels. It would be obviously undesirable to convoke any conference in the near future which is not absolutely necessary for the purpose intended.

(3) It is unlikely that nations could agree at the present time on measures of collaborative action with respect to conservation problems until some area of agreement has been blocked out with respect to larger problems of trade and commodity arrangements. To convoke at the present time a conservation conference which could not agree upon useful and constructive decisions would prejudice the benefits that might be anticipated from the convocation of a conservation conference at some later date when the general international economic and commodity situation might be clearer.

(4) The topics uppermost in the thinking of Governor Pinchot have to do with the general subjects of soil conservation and reforestation. These topics fall clearly within the sphere of the Food and Agriculture Organization of the United Nations, whose Constitution specifically provides that it (the Food and Agriculture Organization) "shall promote and, where appropriate, shall recommend national and international action with respect to . . . (c) the conservation of natural resources" and "shall collect, analyze, interpret, and disseminate information relating to nutrition, food and agriculture." It also appears, both from the text of the Constitution of the Food and Agriculture Organization and from the first report by the Interim Commission on Food and Agriculture, that the responsibilities of the Food and Agriculture Organization extend to problems of conservation with respect to fisheries and forestry.

(5) The U. S. program with respect to international commodity agreements (which was approved by the White House) recognizes that conservation is an important element to be considered in connection with international commodity arrangements. Therefore, many issues connected with the general problem of conservation will necessarily arise in the forthcoming trade and employment conference, which would cover the general topics of commercial policy, commodity arrangements, cartels, international aspects of domestic full employment programs, and international organizations related to these matters.

(6) President Roosevelt is understood to have already recognized that any organization which might come into being to deal with conservation problems should be subordinate to the Economic and Social Council of the United Nations Organization. It will be recalled that Secretary Wickard emphasized this point when he spoke with President Roosevelt on March 16.

(7) Therefore, the course which the Department should pursue (and this should be explained to Governor Pinchot) is to examine the situation in the light of the arrangements concluded at San Francisco, and to examine the functions and responsibilities of the Economic and Social Council, and of the various organizations subordinate to it. In the light of this investigation it should be possible a little later in the year to determine the extent to which problems of conservation will be provided for on an international basis and what supplementary mechanisms of international consultation and collaboration should be sought.[1]

ITP: JALOFTUS: REJ

[Notation: AS] JAL

[13:OF 5637:T:PHOTOSTAT]

[1]Following President Roosevelt's death on April 12, 1945, Pinchot tried to interest Harry Hopkins in the proposed conference. Writing to Hopkins on May 1, 1945, Pinchot referred to Roosevelt's statement that he "intended to take this matter up with Churchill and Stalin," and to the plan that he had delivered to the President after his return from Yalta. He asked for an interview. Hopkins replied May 10, 1945, that his illness prevented him from "going into the conservation plan." He suggested that Pinchot talk with President Truman and Averell Harriman about it, and that in the State Department he would find Clayton "sympathetic and understanding." Pinchot replied May 25, 1945, that he had written President Truman and would try to get in touch with Clayton. (This correspondence is in the Harry L. Hopkins Papers in the Roosevelt Library.)

[13:OF 5637:TS]

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