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THE CONSERVATION MOVEMENT

An Address by HON. WALTER L. FISHER, Secretary of the Interior, at the Annual Meeting of the American Forestry Association at Washington, D. C., January 8, 1913.

MR. CHAIRMAN, LADIES AND GENTLEMEN—I did not know until I came here just what I was expected to talk about. I have had two subjects in my mind as affording a possible basis for a few remarks at this time, one relating more directly to the work of this association in its peculiar field and the other, which has been suggested since I came here, relating to its work in the broader field of conservation, of which the first is but a part. I really do not know which of these matters you would rather have discussed, therefore I will touch briefly on that which has been suggested to me here and possibly say a few words later about forestry.

The conservation movement as a whole, to a particular part of which the American Forestry Association devotes its activities is, in my opinion, more in need at the present time of a demonstration of its affirmative and constructive character than of any other thing. I believe the most important thing for the conservation movement is a demonstration that it is constructive, affirmative and progressive. I do not mean by that to insinuate that it is not each of these, but on the contrary, I believe that it in fact is constructive, affirmative and progressive. The thing which we need more than all else is to demonstrate this truth to the public. We feel this necessity because the opponents of this movement are devoting themselves chiefly to the accusation that we are representing a purely negative principle, that the policy of the conservation movement is to withdraw from the fields

of activity the national and natural resources of this country and to prevent their effective and prompt development. I deny the accusation in toto. (Applause.)

The conservation movement in its present form owes its origin, undoubtedly, to the convictions which have impressed themselves on the people that the policies and principles of administration which govern our disposal and development of natural resources have not been wise, that they have not been for the benefit of the community as a whole, but that they chiefly inured to the benefit of particular interests and particular individuals. For that reason the first step was to stop the existing practices. That first step was only a first step, and it was taken merely as a necessary preliminary to the second and all important step of opening and developing these resources along the right lines.

It is because of that conviction that I have been particularly interested in the question of water power development in this country, and I have been asked here at this table to say just a few words about what has been accomplished in that direction within the past few days. You are all doubtless familiar with the fact that the existing statutes permit development of water power on the public domain in either one of two ways. Under the existing statutes we can either turn over that water power to private development and ownership absolutely untrammelled, unrestrained and unregulated, except as we can hereafter regulate it like any

private business, as it were, from the top; or we can dispose of it by a permit which by the very terms of the statute is revocable the moment after it is granted. Neither of these methods is satisfactory. Therefore during the past two years particularly, and indeed prior to that, the men who have been interested in this subject—and I count myself among that number—have been urging upon Congress that we should adopt a statute under which we could have a constructive and comprehensive policy for the development of this great resource. Little progress has been made toward such legislation.

The natural resources of the country—and I am speaking particularly of its water power—have been tied up, and this has been a great disadvantage to the country, because it takes no argument and illustration to demonstrate that the fuel resources of this country, the coal and the wood and the other resources that are used for fuel purposes are destroyed in the use, whereas the water power that we might harness and develop is perpetual and continuous, and its use is the most living and vital example of conservation in every sense of the word. Therefore it is to the interest of the country, it is to our interest as individual citizens and as members of an organization of this character, to urge and to secure the adoption of a policy which will permit this resource to be used as promptly and as fully as possible. The reason why we have been able to accomplish so little is not the inherent difficulty of the situation, though it is not free from difficulty, but in my judgment—and I speak with full knowledge of the significance of my words—it is the obstacles which have been intentionally thrown in the way of that policy by people who believe that by so doing they will be able to discredit the movement which we represent and in which we are so vitally concerned.

It is my conviction that but for the feeling that the failure to pass constructive legislation would discredit this movement, we would have had constructive legislation long before this. That is why we have been able to make so little progress with regard to the

development of the water power of the country in any comprehensive way. It so happened, however, that in March, 1911, by a rider attached to an appropriation bill, a provision was inserted in the law by gentlemen who were anxious to get better security for their electrical transmission lines, which provided that the head of any Department having jurisdiction public lands or reservations should have the right under rules and regulations prescribed by him, to grant an easement for a period not to exceed fifty years, for electrical transmission lines and for telegraph and telephone lines. There was no express provision in the Act that the Secretary could insert "terms and conditions" in these grants, but someone was a little timid about it, and at the end of the rider a provision was added that those who already had revocable permits for particular transmission lines could obtain grants upon the same "terms and conditions" as were prescribed for others. The result is that by a justifiable inference the statute is subject to the construction that it authorizes the Secretary, in the general rules and regulations which he prescribes, to provide for fixing terms and conditions, otherwise the language of the latter proviso would appear to be meaningless. Acting upon this theory and fully conscious of the unsatisfactory nature of the law, but seizing upon it as the first and the only opportunity, of which I have any knowledge, to give the constructive policy something of an impetus, we have during the past year been attempting to work out rules and regulations which would accomplish the main purpose for which we contend. By conferences with the representatives of the Forest Service in the Department of Agriculture, we had attempted to work out a common and uniform policy of departmental co-operation.

This was the situation when Congress was on the point of adjourning without enacting any general, constructive water-power legislation, and on the 24th of August, 1912, the Secretary of the Interior promulgated certain rules and regulations under the main Act of 1901, under which revocable permits

are issued, and put those regulations into effect so that the question would no longer be a moot question, and those who were interested in the subject would have to recognize the fact that those rules and regulations would be in force and effect unless good reasons were shown for their change. These rules and regulations embodied as much as possible of the general claims that the conservation movement has been putting forward. I am divulging no secret when I say that these regulations perhaps went further than any of us think it is necessary to go and in some respects further than we might think it was altogether wise to go, but we adopted the extreme view and then sent the regulations out to all of the power interests in the United States, telling them that, in November following, a conference would be held at the office of the Secretary, at which we would be glad to listen to their suggestions for modifications, the purpose being to provoke a discussion upon all of these subjects, even those that were most controverted. That conference was held and two long days were spent in conference with the representatives of the power interests of the country discussing this question in as definite a form as possible. As a result, it developed that the power interests were very much divided among themselves. What has been long known to those of us who have studied the situation became apparent. It then became publicly apparent that the power people are divided into the usual two camps,—on the one hand those who believe that the time has come when the power interests should recognize frankly the public interests involved in their business, and on the other hand those who still hope in some way or another to continue the old policy of unrestricted exploitation.

I am glad to be able to express the conviction that the majority of the power people of this country with whom I have been in touch, are in the first class to which I have referred. I believe that the bulk of those interests are now in favor of a definite and comprehensive policy upon this subject. They are, however, still held back in their action by the wicked partner who

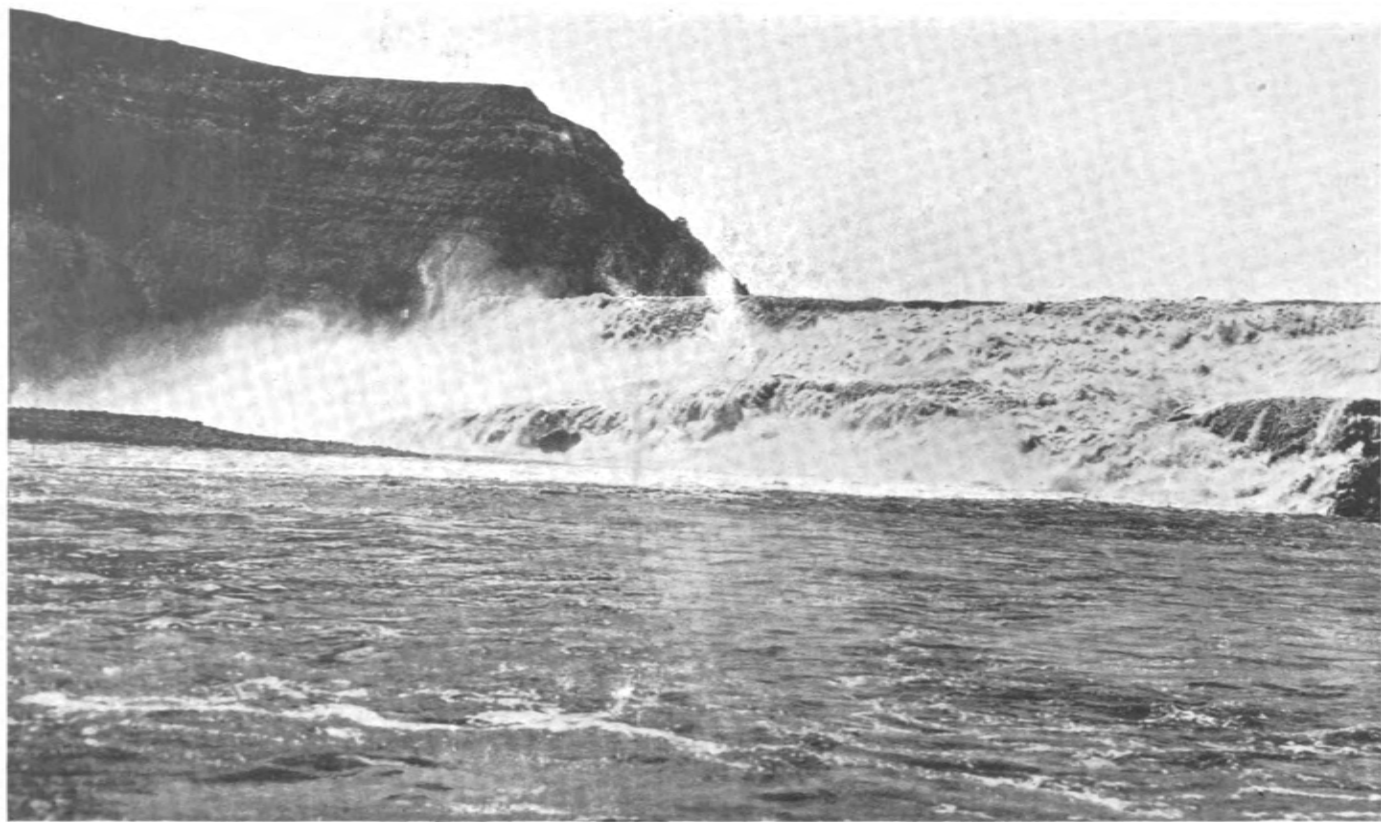
keeps on telling them if they will just sit still a little longer he will be able to demonstrate that the possibilities of the good old game have not yet been exhausted.

These questions were talked out frankly at that conference, as I am expressing them here; and the results were taken down stenographically—while not as accurately as I would like to have them, yet with such stenographic assistance as I had—and we have something in the nature of a permanent record.

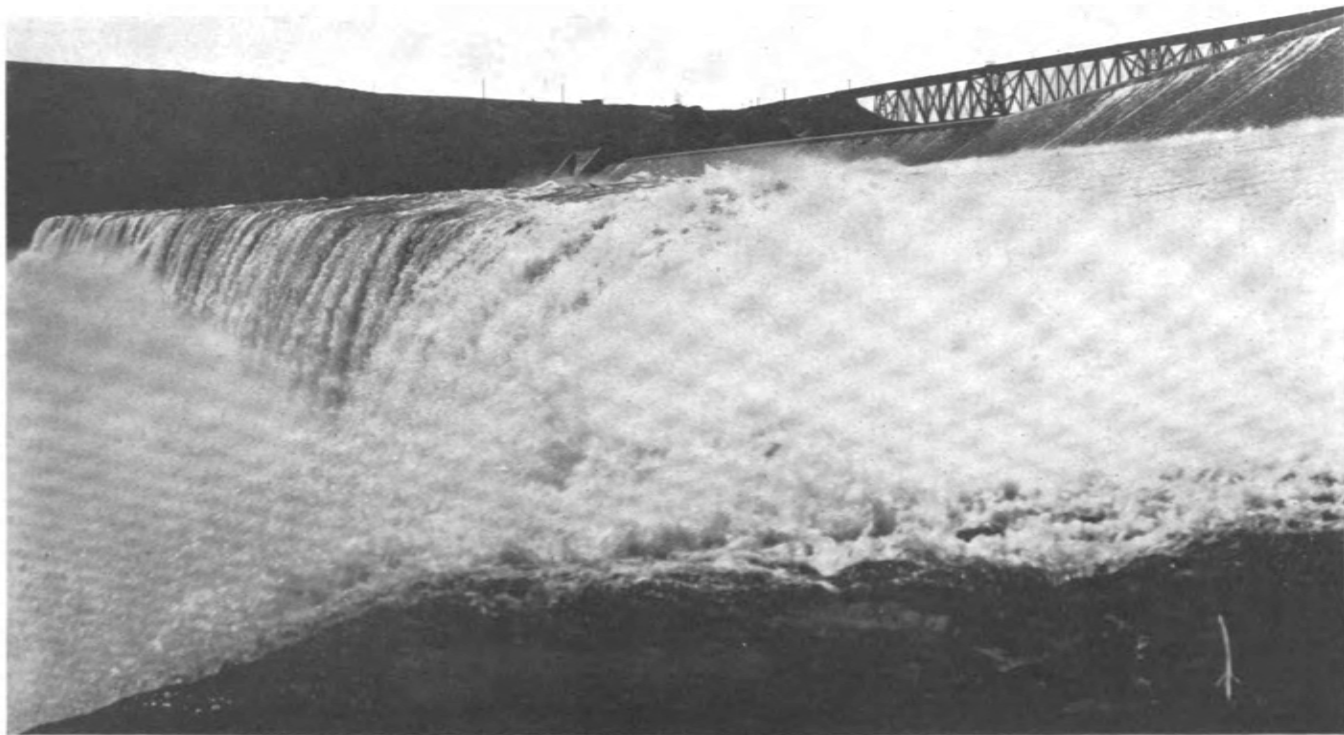


HON. WALTER L. FISHER,
Secretary of the Interior.

One of the particular interests represented at that conference was the Great Falls Power Company of Great Falls, Montana, the company which controls the important power development of the Great Falls of the Missouri in that State. That company owns and operates its power site and the government has lost all control over it; it has passed finally into private hands and through those hands to the present owners. They ask nothing from the Federal Government and they need



"GREAT FALLS OF THE MISSOURI," UPON WHICH CONSTRUCTION OF A DAM 130 FEET HIGH TO DEVELOP 130,000 HORSE-POWER HAS BEEN COMMENCED.



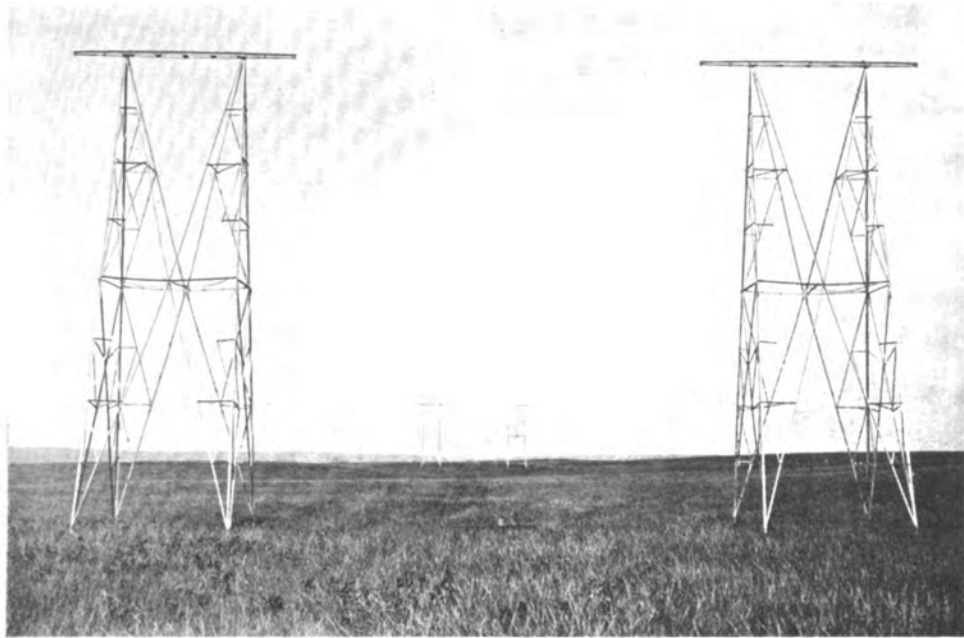
RAINBOW FALLS, SHOWING DAM BETWEEN RAILROAD BRIDGE AND FALLS. ONE OF THE DAMS FROM WHICH POWER FOR ELECTRIFICATION OF RAILROADS IN THE ROCKY MOUNTAINS WILL BE SECURED.

nothing from the Federal Government so far as the power site itself is concerned, but they did need a right of way over public lands and national forests for their transmission lines. They were then engaged in active negotiations with the Chicago, Milwaukee & St. Paul railroad system for the greatest step that has been taken in the electrical development of this country during the past decade or two, namely the electrification of the transcontinental railroads of the United States so far as they pass through the mountainous regions where water power is available. We have looked forward to the time when these great transcontinental systems would be operated by electricity, and we have all believed that the time was somewhat remote. I am glad to be able to say today that the time has arrived and that the first step has been taken and that that first step has been taken under and in accordance with the principles of the policy for which my department and the others who are interested in this subject have so long contended. (Applause.)

In order to make use of this power for the electrification first of some two hundred and thirty miles and immediately to be followed by another 220 miles, or 450 miles in all, it was necessary to purchase it from some power development company, and that happened in this case to be the Great Falls Company. They had a revocable transmission line permit across the public domain, and the railroad company said to them, "We are unwilling to make a contract with you on the basis of a revocable permit, because we will have to spend some millions of dollars"—I hesitate to state the amount which has been stated to me—"in order to equip our system for the use of electricity after we receive it, and we are unwilling to do that upon a revocable permit." Therefore, the power company came to the Department of the Interior and asked the privilege of changing its permit to a permit under the rider passed in March of 1911, which I mentioned some time ago. We discussed all of the terms and conditions of the grant in detail; and I want to take this

opportunity to say that from the time when these gentlemen knew or ascertained that the public interests were going to be looked after, but that they were going to be treated with absolute fairness, there was no difficulty in a candid discussion. They have discussed the matter not only candidly but, I think, with a considerable amount of public spirit, the result being that, notwithstanding some opposition in the ranks to which they belonged, they have accepted a grant which provides for the things which we have heretofore been told were absolutely prohibitive of all investment. They have accepted a grant which imposes upon them the payment of compensation to the Federal Government, nominal at first, somewhat similar to that which is and has for some years been exacted by the Forest Service, but subject to the specific provision that at the beginning of each successive ten-year period the Secretary of the Interior shall have the right to readjust the compensation which shall be paid to the Government and shall fix a reasonable rate therefor, and the word "reasonable" is the only limitation in the grant. (Applause.) The compensation or rental must be "reasonable," however, and not merely "not confiscatory." It results, therefore, that they may legally contest the question of "reasonableness," but in this contest the grant especially provides that the burden shall be upon the grantee to demonstrate that the rates fixed are unreasonable; and these gentlemen recognized the fact that that position was proper for them to accept and for us to impose, for the conclusive reason that as between the two parties to the contract they are in possession of the facts which would enable them to demonstrate whether or not the rates were reasonable, we necessarily being in the position of the cross-examiner.

However, that is not the only thing that is of great importance. Although this grant is to be used only for the transmission of electricity, and although their power-generating plant is entirely upon private property, they agree that they will keep their books of account with regard to the power transmitted over these lines, its manufacture and



STEEL TOWERS FOR TRANSMISSION LINES.

A double line of these steel towers, 165 miles in length; for conveying electric power long distances.
Great Falls Power Company.

distribution open, and there shall be absolute complete publicity of the records. (Applause.) They agree further that they will at all times consent to such regulations of their rates and service as may be prescribed by the local authorities, the State or any delegated agency of the State, and while of course that might be a provision which could be incorporated in the laws of Montana, and could be enforced by drastic provisions from the top, they recognize, as do we, that putting it into the grant and making the grant subject to revocation for violation of its conditions, enables us not only to make the regulations but to require a forfeiture of the grant if they fail to comply with the regulation. They agree that they will sell their power to the State and Federal Government and to any municipal corporation in the State upon the most favorable terms they give to any customer under substantially similar conditions. They agree that at no time will they claim, or shall be allowed any value whatever for the right of way granted by the Government as a basis

for the prices they may charge for power or for the compensation they ought to receive if the public at any time decides to take over the business for public operation.

I need not enumerate all of these provisions. They include those which are familiar to most of you who have followed this question. It may be interesting, however, to know the form in which the thing has been done. When they made this contract with the railroad company we had them submit the contract to the department, and we, in turn, submitted it to our engineering advisers, and before we turned a wheel in the matter we got from our advisers a report as to whether in their judgment that contract was a good thing for the railroad company. In other words, we proposed to prevent any possibility, that by manipulation between two interests which might be in some regard identical, there should be an excess charge for the electricity purchased by the railroad company which would be a bar to effective rate regulation by the Interstate Commerce Commission, and it is

incorporated in the grant that they will make that contract with the railroad company and observe it, and that the only privilege they have in that regard during the fifty years for which the contract runs, is to reduce the price to the railroad company, for they cannot increase it.

You may think, and there may be others who will think that provisions of this sort are drastic; and for that reason I take great pleasure in saying that the representatives for these interests—who, by the way, happen to be largely identical with the Amalgamated Copper Company interests, and therefore it needs no argument to show that they were financially able to take care of themselves—have stated to me privately and, I understand, are now prepared to state publicly, that in their opinion the terms and conditions which we have exacted are right and fair. (Applause.)

Therefore, the great significance of this particular grant is two-fold: First, in that it does mark the first step towards the electrification of our transcontinental railroads, and, secondly, in my judgment far more important, it makes effective the sort of regulations regarding large power interests for which you and I have contended. (Applause.)

It is stated by Mr. Ryan, the President of the Company, that in his judgment this means the electrification of some 20,000 miles of main track of the transcontinental railroads between the Rocky Mountains and the Pacific Coast, and I trust that his prediction will come true, as I believe it will.

The other matter to which I wish briefly to refer relates more especially to the work of forestry, of the American Forestry Association and the Forest Service. As Secretary of the Interior it has become my duty to sit as a member of the National Forest Reservation Commission, otherwise known as the Appalachian Commission. We have been purchasing in this country, particularly in the chain of the Appalachian range and its branches, very large amounts of territory under an Act appropriating some \$11,000,000 of the moneys from the public treasury for

the purchase of forest areas, or areas suitable for forestation that should be controlled for the protection and the improvement of the navigable streams which find their sources therein. We have purchased a very large amount of this property, and I wish to take this opportunity to emphasize a point which I attempted to bring out in my annual report, namely, that if that is a correct policy, and I believe it is, then it is folly for the Federal Government to be parting in the western section of this country with precisely the same kind of land we have found it necessary to purchase in the east. (Applause.)

We have, as you know, a large number of national forests which have been created during former years by reservations from the public domain and which are much better known to the public than these later Appalachian forests. There has, however, been a great deal of jealousy aroused in many of the Western States upon the ground that we are withdrawing from development large areas of the public domain which contain valuable timber and are suitable for agriculture after the timber has been removed. Assuming that there is some justification for that feeling and that it is desirable to have some modification of our existing law to allow more flexibility in the classification and use of the public lands—and I have recommended some such modification—nevertheless, the general policy as a whole is unquestionably wise and, in my judgment, will never be surrendered by the American people. (Applause.) The Forest Service now restores to homestead entry portions of the national forests which it believes are suitable for farms.

This feeling of resentment to which I have referred has resulted in the passage of statutes which prohibit the extension or enlargement of these forests in many of our Western States. As a result of that, there are large areas of land of the kind I have described, the sort of land that we are buying here in the Appalachian regions, which it is now impossible for us to withdraw as additions to the national forests, in the prohibited States, and I have advocated first that the Congress shall act, if pos-

sible, so that we may have unquestionable statutory authority specially directing us to withdraw such areas and that we should make these reservations under that authority. If Congress declines to act, it is my own personal judgment there is sufficient general authority under existing statutes to make that withdrawal. I trust, however, it will not be necessary to resort to that, although I believe it is justified, and the best proof is we have already made such withdrawals in California before the prohibition was extended to that State. In this we have been supported by public opinion and have thus far aroused no adverse criticism of which I have any knowledge. It happens that in these particular cases the lands withdrawn are so clearly adapted for the protection of the interests of local communities that there was not much room for controversy, but I think we ought to put the question beyond doubt and adopt the definite policy of making such withdrawals.

I believe we will have no satisfactory solution and no permanent solution of

our public domain problems until we adopt a comprehensive classification of our lands and adopt laws under which each class will be disposed of or developed in accordance with the characteristics of the classification. The difficulty is we cannot now take these steps. We can withdraw oil and oil lands from entry, but as soon as withdrawn we cannot authorize their use except by restoring them to appropriation under the placer mining law. Our potash lands are of the greatest importance to the interests of this country. As I understand the situation, geologically they are the submerged and covered-over concentration beds of old lakes, and the demonstration of their value at a particular point would, of course, lead to the immediate sinking of wells in an adjacent piece of ground and the utilization of the work and expenditure and first discovery of the pioneer for the benefit of the second comer, who is merely a parasite. We can withdraw these potash lands, but we cannot open them to development except under the placer mining law,



TWO STEEL PENSTOCKS, EACH 15 FEET 6 INCHES IN DIAMETER ONE-HALF MILE LONG, RAINBOW FALLS DEVELOPMENT OF THE GREAT FALLS POWER COMPANY.

which is almost absurdly inappropriate and inadequate for such deposits, and yet, notwithstanding the fact that these matters have been called to the attention of Congress and the public, no action has thus far been taken to improve the law. I trust that that will be remedied.

As to the forested areas of the public domain, my opinion is this: That we should take those lands that are covered with timber and sell the timber, if it is marketable; and if the land, after the timber has been sold, is suitable for agricultural development, open it up to settlement, but if it is not suitable for agricultural purposes, after the timber has been removed, retain it perpetually in government hands and grow successive crops of timber on it. In no other

way can we possibly protect public interests, because the time necessary for the growth of a crop of timber is too long to allow us to hope that private interests will at present adopt wise methods of conservation in areas where the land is comparatively worthless after the timber has once been cut. It takes an owner like the government, which is able to wait, to adopt a policy of conservation that will result in the reforestation of such tracts of land. When we get affirmative legislation of the kind I have indicated on our statute books, I believe we will be able, at once and conclusively, to demonstrate that the conservation movement is an affirmative, a constructive and a progressive movement. (Applause.)

SECRETARY FISHER ENDORSED

VIEWS OF PRESIDENT RYAN OF THE GREAT FALLS POWER CO., AND PRESIDENT EARLING OF THE C. M. & ST. P. R. R., ON ELECTRIFICATION BY WATER POWER.

[The following views on the government grant to the Great Falls Power Co., for the transmission over public domain of power for the electrification of 450 miles of the C. M. & St. P. R. R., are taken from newspaper reports.

Railroad electrification will remove one of the chief causes of forest fires.—Editor.]

THE *New York Evening Post* says: John D. Ryan, president of the Great Falls Power Co., said, in discussing the grant. "Until you get into the subject, it is hard to realize what electrification will mean to the Western railroad. Railroad men themselves are only just beginning to understand. Yesterday one of the best-known operating officials in the Northwest said he was stunned by the announcement that our grant from the Government was based on the understanding that the electrification of 450 miles of St. Paul's track would be completed within three years. He said railroad men knew that the electrification of the Northwestern railroads by use of water-power was coming, but they all had supposed that it would not come inside of ten years, and that, therefore, they would have plenty of time to plan.

"Why the water power that is now being wasted in the Northwest can be

transformed into a finished product and delivered to the railroads so it can be turned on and off with a switch, like pipe water or an electric light. Last year the St. Paul Railroad, not including its Pacific Coast extension, spent \$6,202,000 for fuel for locomotives. That was just the bare cost of coal. On a mountain line a railroad uses one-third of its entire equipment for hauling fuel. With electricity, that equipment could be earning money, and the cost of operating it to haul fuel could be saved.

"As for the economies made possible by electricity, the average cost of steam power in the West is \$150 per horsepower. By simply harnessing the water power that is now going to waste, electric power can be generated and delivered to the railroads ready for use by turning on a switch for \$40 a horsepower.

"After a 150-mile run, a steam locomotive has to go to a roundhouse for



THE POWER-HOUSE, RAINBOW FALLS DEVELOPMENT, IN COURSE OF CONSTRUCTION. IT IS 326 FEET LONG.

inspection; to-day the New York Central is using its electric locomotives for 1,200 miles between inspections. For the units of service derived from a ton of coal a steam locomotive is the most wasteful machine ever invented. Every railroad man knows that. An electric locomotive does not stand in a station or sidetrack and 'blow off.' When it is not being used, the power is turned off.

"In many places in the Northwest it is physically impossible to build double tracks; the mountain passes will not permit it. Under electricity the capacity of a single-track road can be doubled. The trains move quicker, the equipment and labor now used to haul fuel can be used to handle revenue freight, and operating expenses can be reduced in many other ways. The St. Paul's work will cost \$8,000,000, and carefully made estimates show that that amount can be saved in five years by reducing operating expenses."

Ryan added that Secretary Fisher of the Interior Department had gone into the question of conservation thoroughly,

and had given every consideration to the needs of the power company and the railway company, and that the grant confers upon the power company, which has owned its water-power sites for many years, a right of way for fifty years over public lands, for reasonable compensation to the Government, under reasonable conditions which provide for compliance on the part of the power company with State regulations covering business of the kind in which the company is engaged.

He said the power company found no desire on the part of Secretary Fisher to impose any conditions that were not justified by the protection of public interest, and it is believed that general legislation will be enacted along the lines laid down in this grant, which will give a great impetus to water-power development and to railway electrification.

The water powers in the Rocky Mountains and the cascades in the Northwestern States, he said, would be sufficient to operate every mile of railway west of a line drawn north and

south through the centre of the State of Montana, and north of a line drawn from the southern boundary of Colorado to the Pacific Coast.

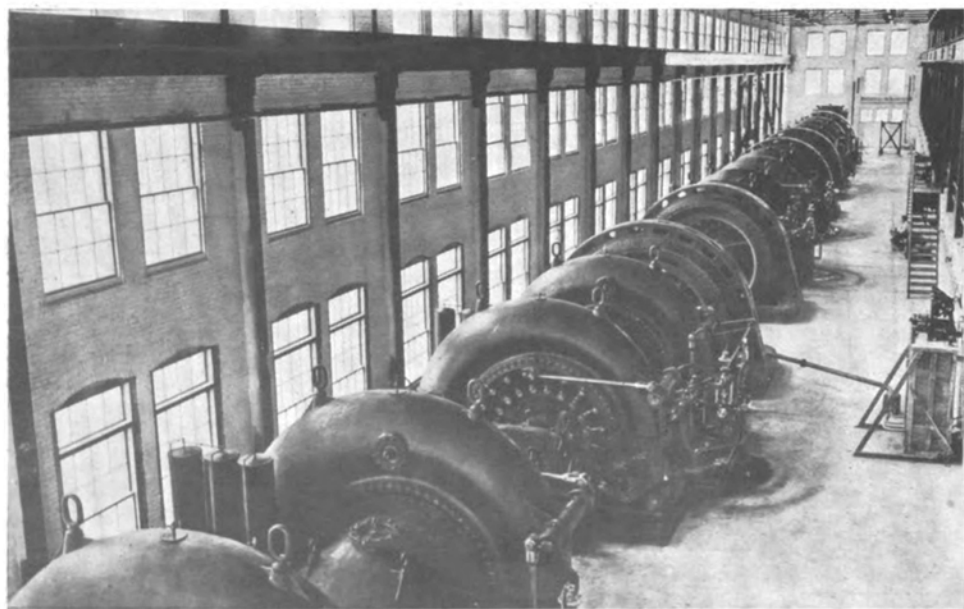
Ryan said that the necessity for the consolidation of water powers by connecting transmission lines, and provision for interchange of power, is recognized by all who have given the question any consideration. Railways could not possibly depend for their operation upon power derived from one source or one transmission line.

He believed that not less than ten thousand miles of mountain railway in the Western States will be electrified within the next few years, because of the step taken by the Chicago, Milwaukee & Puget Sound Railway, and that the Government, through Secretary Fisher, has done a great deal to avert the waste which has gone on heretofore, both by the failure to harness water powers and in the consumption of coal which will be needed by future generations. In addition to this, the danger of fires from coal-burning locomotives in the great forests of the West will be avoided. Work on the St. Paul, he concluded, would begin at once.

PRESIDENT EARLING'S VIEWS

The *New York Times* says: A. J. Earling, President of the Chicago, Milwaukee & St. Paul, said that the installation of the electrical equipment would be completed as soon as possible, and that the company expected to be able to dispense with the use of steam locomotives on that section within three years. The mileage to be electrified traverses three principal mountain ranges—the Belt Mountains, the Rockies, and the Bitter Root chain.

The combination of water powers in the section where electrification work is to be done, under practically one ownership and management, is the one thing, in Mr. Earling's opinion, that makes the projected improvement possible. Short stretches of road may be electrified where the power is supplied from one or two developments, but in this contract it is provided that nine separate and distinct water-power systems, to be connected through their transmission lines, will furnish the necessary power. Electrification of steam road on such a scale has never before been attempted.



INTERIOR OF THE POWER-HOUSE OF THE RAINBOW FALLS DEVELOPMENT OF THE GREAT FALLS POWER COMPANY, SHOWING THE GENERATORS AND THE WATER WHEELS.

President Earling gave it as his opinion that the Secretary of the Interior, in confirming the grant mentioned yesterday in Washington dispatches, had taken a greater step forward in the conservation of the country's resources than had been taken by any

previous Administration. Substitution of electric current for motive power over the mountains would not only conserve a great amount of coal in the ground, he pointed out, but would provide for the utilization of water power which has hitherto gone to waste.

SHALL THE NATIONAL FORESTS BE TURNED OVER TO THE STATES?

By PROF. HERMAN H. CHAPMAN, *Yale Forest School*

DURING the past two years a sentiment has been growing among certain western men of political prominence, that the national forests, comprising 190,000,000 acres of land, and valued at over \$2,000,000,000 should be taken from the control of the National Government and given to the States. Bills were introduced in the last Congress to this effect and were favorably received. Congressmen from certain western States are publicly pledged to secure this transfer.

The purpose behind this movement is fairly clear. The proposal is not prompted by a desire to continue the present policies of the Forest Service, under State auspices, but by a desire to break down and destroy these policies altogether.

What does the National Forest Service stand for today in the West?

The perpetuation of forests on forest land by insuring reproduction after logging.

Honest classification of lands, and the settlement of every acre of agricultural land, as rapidly as possible.

Protection of the grazing rights of the small homesteader against the encroachments of owners of large migratory bands of sheep, and full legitimate use of the range.

Actual use and development of water-power and retention of national ownership of the sites, which control such power.

Encouragement of legitimate mining, but consistent refusal to allow land to pass from national ownership

on fraudulent or wild-cat mining claims.

Finally, the service stands for development of all resources as rapidly as possible, and refuses to countenance fraud, speculation in natural resources, and exploitation to convert these resources into dollars by methods which would destroy their productiveness.

The desire of the West is for development, increase in population, growth of agriculture, and the unlocking of her timber, mining and other resources, which will cause values of property to rise and bring prosperity. Were the opponents of the National Forests able to prove that its policies have arrested legitimate development, there would be grounds for complaint. But this they can not do. The Forest Service in the eight years since it took charge of the National Forests, has more than kept pace with the real needs of the West, and has aided in establishing on sure and permanent foundations every important western industry. The western States are cutting today, and have been for a decade, more timber than they can find a profitable market for, yet the Service timber sales are rapidly increasing in volume each year, and lumbermen express their confidence in her business policy by signing contracts binding for 20 years. The Service has never refused to list land applied for as homesteads, except where land was fraudulently desired for the value of its timber, or was in reality worthless for agriculture, and has been so liberal in its policy that much of the land so listed has never been proved up on.