Field Organization and Administrative History of the National Forest System

By Peter L. Stark

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Field Organization and Administrative History of the National Forest System

I. An Outline of Federal Forestry

The National Forest System had its beginnings in the abuse of the federal government's laws and policies for the disposal of the public lands. Gifford Pinchot in Chapter 12 of his renowned 1947 book *Breaking New Ground* describes how the Homestead Act (1862), the Mineral Land Act (1866), the Desert Land Act (1877), and the Timber and Stone Act (1878) were all deliberately, fraudulently, and tragically taken advantage of by exploiters of the public domain.[1] Congress made an attempt to reform the abuses by enacting "An Act to repeal timber culture laws and for other purposes" on March 3, 1891 (26 Stat. 1095).[2] Section 24 of this law allowed the President to set apart and reserve public lands "wholly or in part covered in timber or undergrowth, whether of commercial value or not, as public reservations." This signaled, in the words of geographer and scholar Ronald F. Lockman, "a profound turnabout in the nation's treatment of its public domain. For the first time a concept of retaining public lands for the future use of the citizenry replaced the practice of rapid disposal of all federal lands." [3] By the end of 1896 there had been 17 separately proclaimed Forest Reserves, as the early National Forests were known, for a total area of nearly 18 million acres in the western United States under the law of March 3, 1891. The first reserve established was the 1,239,040-acre Yellowstone Park and Timber Land Reserve, proclaimed by President Harrison only a few weeks after the passage of the 1891 law on March 30, 1891.

The 1891 law has been often referred to as the "Forest Reserve Act" and sometimes the "Creative Act," yet it did not provide guidance concerning how the Forest Reserves would be administered. Many questions and issues arose almost immediately after the creation of the first forest reserve. Would the Department of the Interior's General Land Office, the agency having jurisdiction over the reserves, be able to sell timber? Would the grazing of sheep and cattle be allowed? Would prospectors be able to file mining claims within the new reserves, or would the public even be allowed to enter the forest reserves? These and other questions would trouble the General Land Office for several years after the first reserves were created. Seeking expert advice on the administration of the reserves, President Cleveland's Secretary of the Interior, Hoke Smith, asked the President of the National Academy of Sciences, Wolcott Gibbs, to appoint a committee of experts to examine forest reserves, study the issues, and make recommendations to the President. The last man to be appointed to the Committee [4] and the only one not a member of the National Academy of Sciences was Gifford Pinchot who wrote much of the Committee's final report.

The Committee's report was published in May of 1897 and included several recommendations that, if adopted, would lead to more effective management and protection of the forest reserves. A draft of the final report presented by a Committee member, Charles S. Sargent, a botanist and the first director of Harvard University's Arnold Arboretum, to President Gibbs on January 29, 1897, included a recommendation that the President create thirteen new Forest Reserves in the West. Gifford Pinchot remembers that he had been the Committee member who had written this particular recommendation concerning the thirteen new reserves:

> "Gibbs sent it [the Committee's preliminary report] to Secretary [of the Interior, David R.] Francis (Hoke Smith's successor), who promptly approved the Commission's recommendation and transmitted it to the President with the suggestion that "the birth of the Father of our Country could be no more appropriately commemorated than by the promulgation by yourself of proclamations establishing these grand forest reserves." So, on Washington's Birthday, February 22, 1897, Cleveland, who was going out of office in ten days, did the only thing the Commission had made it possible for him to do, and created the 21,279,840 acres of additional Forest Reserves we had recommended." [5]

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[1] Gifford Pinchot. *Breaking New Ground*. Commemorative ed. Washington, D.C.: Island Press, 1998. p. 79-84.

[2] Legal citations in this form refer to public laws include in the volumes of the *United States Statutes at Large* (Volume no./Page no.)

[3] Ronald F. Lockman. *Guarding the Forests of Southern California: Evolving Attitudes Toward Conservation of Watershed, Woodlands, and Wilderness.* Glendale, Calif.: The Arthur H. Clark Company, 1981. (Western Lands and Waters; XII), p. 70.

[4] The formal name of the Committee was the "Committee Appointed by the National Academy of Sciences Upon the Inauguration of a Forest Policy for the Forested Lands of the United States to the Secretary of the Interior." Pinchot in his writings referred to the Committee as the "Commission."

[5] Op. cit. Pinchot. P.107.

These were the Washington Birthday Reserves that pleased conservationists but were quite unpopular in the western states. In the future Northern Region alone, some 9.1 million acres of forestland in Montana and Idaho were set aside in four new reserves, namely, the Bitter Root, Flathead, Lewis & Clarke, and Priest River Forest Reserves. These new Forest Reserves angered so many in the west by their establishment that they prompted Congress to enact in the same year, the landmark "Organic Act" for federal forestry in an appropriations bill dated June 4, 1897 (30 Stat. 11).

Federal forestry's "Organic Act of 1897" suspended all presidential proclamations creating the Washington Birthday Reserves, except for two in California (San Jacinto and Stanislaus), until March 1, 1898, placing all land so reserved back into the public domain and available for disposal for about 10 months. The law is called the Organic Act because, for the first time, Congress clearly stated the purposes that the Forest Reserves would serve: "No public forest reservation shall be established, except to improve and protect the forest within the reservation, or for the purpose of securing favorable conditions of waterflows…" (30 Stat. 35). The law also provided the structure for the proper care and management of the reserves, authorized the U.S. Geological Survey to map and inventory the reserves, and placed the reserves formally under the General Land Office, Department of the Interior. The Washington Birthday Reserves proclaimed for the forests of Wyoming, Utah, Montana, Washington, Idaho, and South Dakota officially became Forest Reserves once again on March 1, 1898. At that point in time, there had been 29 forest reserves formally established by Presidential proclamation encompassing 39,207,840 acres of the western United States. By the end of fiscal year 1899, June 30, 1899, eight more forest reserves had been added to the system. (See Figure 1, Page 5)

Since 1876 the Department of Agriculture had been involved with forestry. In that year, Congress created the office of Special Agent in the Agriculture Department (19 Stat. 167) and hired Franklin B. Hough at a salary of $2,000.00 per year to be the first federal forestry expert. Hough was charged with assessing the quality and conditions of domestic forests, investigating the preservation and restoration of timberlands, gathering statistics on the consumption of wood products in the United States, and reporting to Congress the results of his studies. In view of continuing forest investigations and the increasing appropriations towards their support, the Commissioner of Agriculture formed the Division of Forestry in 1881.[6] On July 1, 1898, Gifford Pinchot was named by Secretary of Agriculture James Wilson to succeed Bernhard E. Fernow, Hough's successor, as chief of the Division of Forestry and moved the Division into a more active role in all phases of American forestry and forest practices, principally by recruiting effective forest rangers, applying practical forestry in the woods themselves, and supporting the advancement of forestry as a profession. Congress renamed Pinchot's Division of Forestry as the Bureau of Forestry in 1901 (31 Stat. 929).

Upon assuming the position of Chief of the Division of Forestry in 1898, Pinchot began his long and difficult campaign to concentrate all administrative responsibilities over federal forestry within the Department of Agriculture, but early on, he established and maintained an efficient working relationship with the Department of the Interior's General Land Office. "By 1901 the Agriculture and Interior secretaries had worked out a formal agreement on the reserves. Interior would continue to patrol the reserves and enforce laws and also provide the routine office work. The Foresters in Agriculture were responsible for examining the reserves, making all technical decisions and administering whatever plans they developed….Pinchot would report on the reserves directly to the Secretary of the Interior." [7] Pinchot firmly believed that the forest reserves would be best and more professionally administered and protected if transferred to the Agriculture Department because his staff was much more familiar with the problems and conditions on the reserves than the General Land Office. Furthermore, the sustainable production of timber, like the production of field crops, is much more within the scope of the Agriculture Department. With the support of Secretary of Agriculture James Wilson and President Theodore Roosevelt, Pinchot succeeded on February 1, 1905, when Congress transferred authority over the Forest Reserves from the Department of the Interior to the Department of Agriculture (33 Stat. 628) and later that year, the Bureau of Forestry became the United States Forest Service (33 Stat. 872-873). Pinchot was named the Forest Service's first Chief.

[6] The Department of Agriculture, established on May 15, 1862, did not attain Cabinet status until February 9, 1889, thus, until that year, its department head was officially called "Commissioner" and not Secretary.

[7] Harold K. Steen, *The U.S. Forest Service: A History,* Centennial ed., (Durham, NC: The Forest History Society, 2004, p. 56-57.

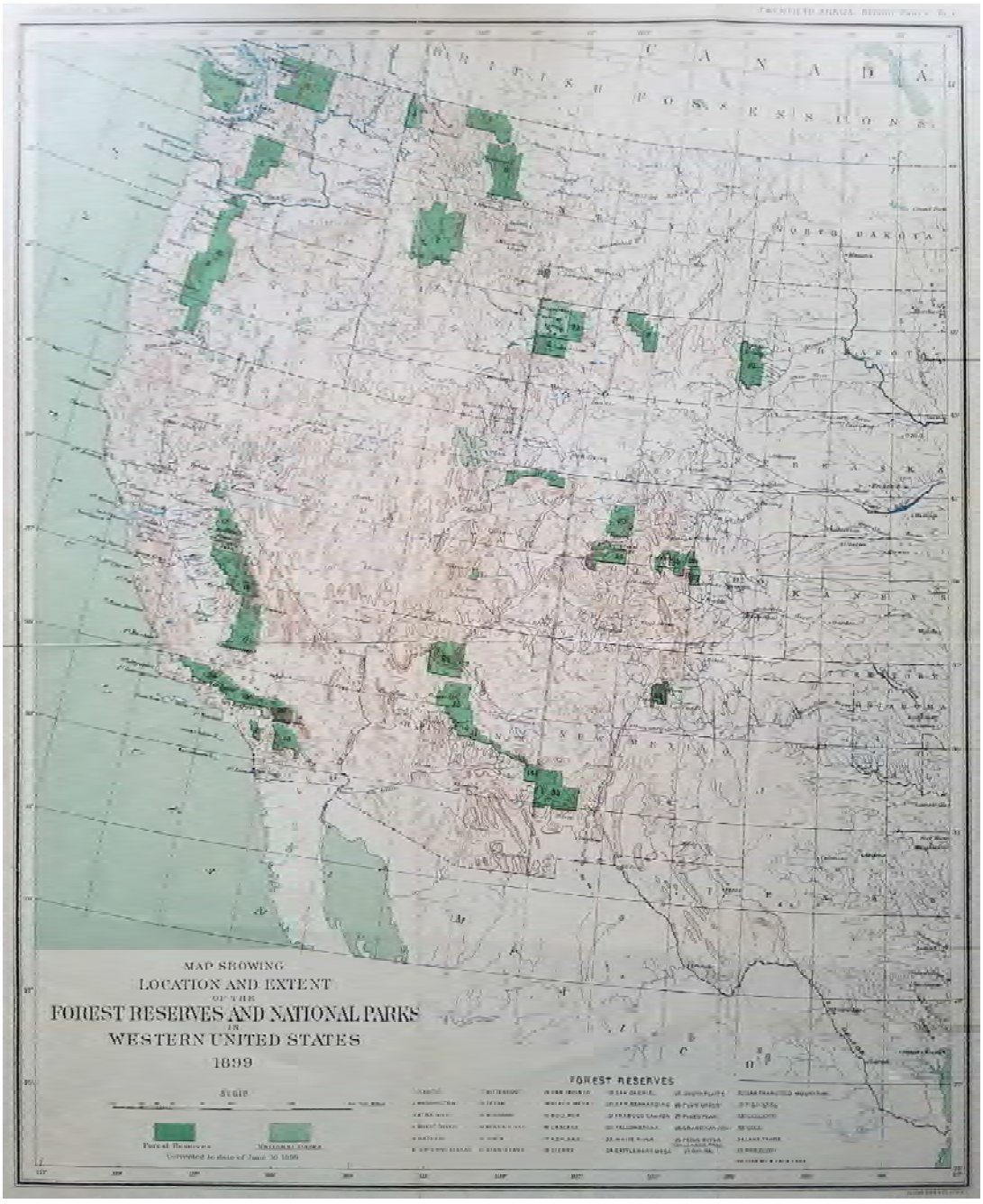

Figure 1: Map of the western United States identifying and locating 36 of 37 forest reserves as of June 30, 1899 (*Twentieth Annual Report of the U.S. Geological Survey*). Not shown is the Afognak Forest and Fish Culture Reserve in Alaska.

Chief Pinchot's first task was to place each national forest "under administration," shorthand that Pinchot used which meant hiring the supervisors, rangers, examiners, guards, and all other support staff, in short, to establish a physical as well as administrative presence on each forest. By doing so, it put the federal government, the owner of the forest, in charge and not the user. This was a difficult undertaking. Not only did Pinchot have to recruit the best professional foresters and local woodsmen then available to work in the national forests, the staff he hired also needed to build trust with local people and businesses and convince them that conservation ideals benefitted them today and their children tomorrow. By the close of the fiscal year in June of 1909, Pinchot was able to report that, "All of the National Forests except the Choctawhatchee and Ocala in Florida; the Marquette and Michigan in Michigan; and the Luquillo, in Porto Rico, were under administration at the close of

the year – a total of 193,600,061 acres." [8] His successor, Henry S. Graves reported the next year that all the national forests, except the Luquillo, were under administration and only 18 per cent of Forest Service staff of 3,091 were engaged in administrative or clerical work in places other than on the ground in the national forests themselves.[9] The first forest supervisor for the Luquillo National Forest, Emory M. Bruner, was appointed in 1917.[10]

The land base of the Forest Reserves, after 1907, the National Forests, had until then been located in the public land states of the West. That changed in 1911 when Congress passed the Weeks Law (36 Stat. 961) which established a National Forest Reservation Commission to advise the Secretary of Agriculture in the acquisition, by purchase, of forested or cut-over areas in the eastern United States for forest conservation in order to protect the water supplies of navigable streams. Many of the Purchase Areas [11] created by the Commission would later be designated national forests. Exchange laws, federal legislation, and other actions through the years would both add and eliminate National Forest System lands. From a high point of 172,230,000 acres (net) of land in complete federal ownership attained in 1909, the land base steadily decreased to 153,933,460 acres (net) in 1919 as lands unsuited to forestry were eliminated or deeded to the various states in compensation for state school lands within the national forests. The area administered by the Forest Service rose just as steadily from that low point in 1919, when in 1937, the National Forests surpassed the previous high point of 1909 with 172,716,104 acres (net).[12] Depression era policies and programs to purchase and to resettle rural inhabitants from unproductive or barren lands, such as the Bankhead-Jones Farm Tenant Act of July 22, 1937 and the activities of the Resettlement Administration, also led to increases in the land base of the National Forest System and later formed the basis for the system of national grasslands as well as new national forests and additions to existing forests.

Congress provided the legal definition of the National Forest System in the "Forest and Rangeland Renewable Resources Planning Act of 1974" Public Law 93-378 (88 Stat. 476, 480), 16 U.S.C 1609:

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

It is the intention of this work to include all such areas described by the congressionally defined National Forest System in the administrative history as well as in the cartobibliography of this work, arranged by Forest Service Regions in chapters found elsewhere on this website. As of September 30, 2024, the National Forest System consisted of 154 proclaimed National Forests, 20 National Grasslands, 58 Purchase Units; 46 Land Utilization Projects, 17 Research Areas, and 29 "other" areas such as the Midewin National Tallgrass Prairie and other special areas totaling 193,145,865 federally owned acres (net) and 233,298,141 total (gross) acres enclosed within the boundaries of the National Forest System properties. Also within the boundaries of the System are 40,152,276 acres owned by other federal agencies, states, and local governments as well as private in-holdings of all kinds. As the following pages will attest, from the "Creative Act" of 1891 to the most recent exchange or purchase of forest land, the National Forest System can be characterized as a dynamic and continuous procession of change, constantly adapting to the needs of the American people, but always embracing the benchmark of Secretary of Agriculture James Wilson's words to Gifford Pinchot in 1905, "…the greatest good of the greatest number in the long run." [13]

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[8] U.S. Forest Service, *Report of the Forester for 1909.* (Washington: Government Printing Office, 1909), p. 12. This number embraced all land within the boundaries of the national forests, including private lands.

[9] U.S. Forest Service, *Report of the Forester for 1910.* (Washington: Government Printing Office, 1910), p. 13.

[10] *Passing the Baton, from the Taínos to Tomorrow, Forest Conservation in Puerto Rico,* (Río Piedras, PR: USDA Forest Service, International Institute of Tropical Forestry, 2014), pages 69 to 79. Permanent national forest status of the Luquillo (since 2007, the El Yunque National Forest) was not at all certain from its beginnings in 1903 until the appointment of a forest supervisor in 1917.

[11] The National Forest Reservation Commission used the term "Purchase Area" from 1911 to mid-1921, after which, "Purchase Unit" came to be used by the Commission.

[12] U.S. Forest Service. *Land Areas of the National Forest System as of (date).* (Washington, D.C.: The Service, Year). https://www.fs.fed.us/land/staff/lar-index.shtml

[13] Quoted from Gifford Pinchot, *Breaking New Ground*, (Washington, D.C.: Island Press, 1998) p. 261. The words were included in Secretary Wilson's letter of instruction to Pinchot upon his being named as the first chief of the Forest Service after the "Transfer Act."

II. The Development of the Regional Structure of the U.S. Forest Service

The manner in which a federal executive agency marshals its resources to carry out its mandate from Congress is largely determined by the agency itself unless Congress specifically provides procedures for the agency to follow. In the case of the United States Forest Service, under the leadership of its first chief, Gifford Pinchot, the new bureau created its own administrative structure.[14] Pinchot produced several organizational charts for the Forest Service over his five-year tenure, drawing and redrawing reporting lines and creating and deleting offices and branches that he believed would best help advance the new agency's objectives as well as meet its present and future challenges more efficiently and effectively. Also through an internal process, Pinchot grouped the forest reserves geographically into administrative or "inspection" districts. In contrast to the establishment of forest reserves and the modification of their boundaries, where it was required by law that a legal instrument, such as the proclamation, executive order, or act of Congress, be used to create forest reserves and to make boundary changes, the Forest Service was not required to seek such legal instruments from the Executive or Congressional Branches of government to organize itself or those forests it manages. Thus, the division of the nation into geographic districts, later called regions, to manage the national forests was accomplished by the agency itself. As a result, there is no single legal record documenting the successive changes in the field organization of the Forest Service. This information is scattered in maps, annual reports, other documents, and secondary sources.

After the March 3, 1891 law passed Congress authorizing the president to reserve public land as forest reserves, (26 Stat. 1095), the General Land Office, the federal agency that had responsibility for the public lands since 1812, was put in charge of the new forest reserves. A "Division P" called the "Timber Depredations Division" had been in existence within the General Land Office since at least 1880. Renamed in 1884 as the "Special Services Division," also known as Division P protected the public lands from unlawful entry or appropriation and from timber and other trespasses. Division P also supervised a work force of special agents employed to investigate land and extraction violations and its agents prepared cases for the Justice Department to prosecute. Division P was the obvious place from which to administer the forest reserves. The reserves were organized into Districts with a forest superintendent in charge of each district. Below the District Superintendent were the District Supervisors, the number depending upon the number of reserves and the difficulties of supervision. Responsible for patrol and the prevention of fire and trespassing belonged to the forest rangers, in charge of Ranger Subdivisions. In 1897 under the protection provisions of the 1897 Organic Act for federal forestry (30 Stat. 35) the Commissioner of the General Land Office reorganized Division P into a Division of Forestry. It became Division R on February 28, 1901 and by 1903, the Division employed 326 Forest Rangers, along with Forest Supervisors, and Forest Superintendents. These employees managed and protected the forest reserves and their watersheds and supervised timber sales. In 1898 there were eleven forest "Districts" arranged largely by state, but the next year the number was reduced to ten.

The Forest Reserve Act of 1891, while allowing the President to reserve portions of forested public domain, did not address the issue of what purpose these forest reserves would serve and how the reserves would be managed. During the time when the General Land Office administered the early Forest Reserves, President Cleveland's Secretary of the Interior, Hoke Smith, asked the National Academy of Sciences to appoint a committee of experts to examine forest issues and policies of the federal government and to make recommendations. In one of the many recommendations issued by the National Academy of Sciences Committee in its final report of May 1, 1897, under the heading "Proposed System of Forest Administration" the Committee suggested that four inspectors of forests be appointed to manage four forest departments with permanent stations located at points most convenient to the administration of their departments under a Director of Forests and the Assistant Director. These four departments would be arranged in this fashion:

"First department: To include the forest reserves comprised in California and Nevada. At present there are six such reserves, aggregating 6,867,200 acres.
"Second department: To include the forest reserves comprised in Oregon and Washington west of the 120th meridian. At present there are six such reserves, aggregating 12,671,360 acres.
"Third department: To include the forest reserves comprised in Arizona, New Mexico, Colorado, and Utah. At present there are eight such reserves, aggregating 6,141,440 acres.

[14] Pinchot acted under the authority to "exercise or cause to be executed all laws" granted to it under Public Law 58-34 (33 Stat. 628) that transferred the responsibility of the forest reserves to the Department of Agriculture, in organizing the Forest Service. For current field organization of the Forest Service, see also *Code of Federal Regulations,* Title 36, part 200.2 "Field Organization" required by Public Law 90-23 (81 Stat. 54) of June 5, 1967.

"Fourth department: To include the forest reserves comprised in Wyoming, South Dakota, Montana and Idaho, and Oregon and Washington east of the 120th meridian. At present there are eight such reserves, containing 9,117,440 acres." [15]

Gifford Pinchot was a member of the National Academy of Sciences Committee on forest reserves and one can see in the Committee's final report his emerging talent for organization in its recommended system of administration for the forest reserves. Many of the Commissioners recommendations were adopted, but not the suggested administrative organization of four departments. The General Land Office's state-based organization structure continued to be used in the administration of the forest reserves.

Gifford Pinchot became the first Forester in charge of the United States Forest Service when the forest reserves were transferred from the Department of the Interior to the Department of Agriculture in 1905. In response to the many new forest reserves being established in the first years of the twentieth century and to advance the Forester's emerging goal of decentralizing decision making within the new bureau, in 1905 Gifford Pinchot, along with the Chief Geographer of the U.S. Geological Survey, Henry Gannett and the Forest Service's Frederick E. Olmstead and Coert DuBois, organized the western forest reserves into new administrative districts, called "inspection" districts. We learn from Elers Koch, one of Pinchot's "Forest Arrangers" that in 1905, "the western forests were divided into three administrative districts: the northern Rockies, the southern Rockies, and the Pacific coast. A sort of chief of operations was responsible for each, handling personnel, allotments, and improvements. I [Koch] had the northern district, Smith Riley the southern, and Coert DuBois the Pacific Coast. These positions were rotated as inspectors came in from the field." [16] Confirming Koch's statement, the organizational chart of July 1, 1906 edition of *The Use Book* [17] shows that the Forest Service had established these three Inspection Districts each headed by a Chief Inspector. These were District 1 embracing the forest reserves in the states of Idaho, Montana, Wyoming, South Dakota, and Minnesota, District 2 for the forests of Utah, Colorado, New Mexico, Arizona, Nevada (added in January of 1907), Nebraska, and Oklahoma, and District 3 for Washington, Oregon, California and Alaska. Pinchot placed these three Inspection Districts under the Forest Service's Cooperation Division of Forest Management [18] and later in its own Division, "Reserve Organization." The Forest Service publication, *Field Programme for July 1906* listed the three "Reserve Districts" as the "Northern District, Western District, and Southern District" without numerical designations.[19] The October, 1906 issue of the *Field Programme,* under the heading "Reserve Organization" listed each of the three districts, followed by the states within the District and the national forests within each state. For instance, "Northern District – South Dakota – Black Hills Forest Reserve, J. F. Smith, Forest Supervisor, Deadwood; R. P. Imes, Assistant Forest Inspector, Deadwood." The *Field Program* became a directory listing members of the "Executive and Protective Force on Reserves."

In May of 1907, with the continual growth in the number and size of the forest reserves, (after March 4, 1907 renamed the national forests), the number of inspection districts were increased to six, all now under the bureau's Office of Organization, Branch of Operations.[20]

Inspection District One: Montana, Idaho north of the Salmon River, Northeast Washington State (Kaniksu National Forest), Northern Wyoming (Shoshone and Bighorn National Forests), and Northwestern South Dakota and Southwestern North Dakota (the lands of the Sioux National Forest – see Figure 2, Page 9).
Inspection District Two: Colorado, Kansas, Southwestern Utah (LaSalle National Forest), Nebraska, Eastern Wyoming, South Dakota (Black Hills National Forest), Minnesota (Minnesota National Forest) and North Dakota (no National Forests).
Inspection District Three: Arizona south of the Colorado River, New Mexico, Oklahoma, Arkansas, Puerto Rico.
Inspection District Four: Utah, Idaho south of the Salmon River, Nevada, western Wyoming, Arizona north of the Colorado River.
Inspection District Five: California and national forest land in the Sierra Nevada Mountains in Nevada.
Inspection District Six: Oregon, Washington, and Alaska.

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[15] National Academy of Sciences, *Report of the Committee Appointed by the National Academy of Sciences upon the Inauguration of a Forest Policy for the Forested Lands of the United States…*, (Washington, Government Printing Office, 1897), p. 23-24.
[16] Elers Koch, *Forty Years a Forester, 1903-1943,* (Missoula, Montana: Mountain Press Publishing Co., 1998), p. 57. In the Forest Service monthly publication, *Field Program for August 1906* (page 6) the designations for the three "Reserve Districts" were simply Northern District, Southern District, and Western District.
[17] U.S. Dept. of Agriculture, Forest Service, *The Use Book: Regulations and Instructions for the Use of the National Forest Reserves,* (Washington: Government Printing Office, 1906), p. 143.
[18] Gifford Pinchot, *The Forest Service: What it is and How it Deals with Forest Problems,* 2nd ed., (Washington: Government Printing Office, 1906), p. 10.
[19] U.S. Forest Service, *Field Programme for July, 1906,* (Washington, D.C.: Government Printing Office, 1906), page 6.
[20] U.S. Forest Service, *Field Program for May, 1907,* (Washington, D.C.: Government Printing Office, 1907), pages 8 -14.

A major breakthrough in the field organization of the Forest Service came in the December, 1908 issue of the *Field Program*.[21] For the first time, each of the six Districts were listed with their numerical designation along with the states/national forests managed by the district, the District Forester's and Assistant District Forester's name, the city where the District office was located, along with officers of the District's Divisions – Operation, Silviculture, Grazing, Products – working in the District office. The District's Divisions are then followed by a listing of the national forests under each state with the Forest Supervisor's name and the Forest's headquarter city. For instance, "Montana – Lolo – Elers Koch, Forest Supervisor – Missoula."

This arrangement outlined above of the national forests into districts headed by a supervisor had been the major component of Forester Pinchot's effort to decentralize the agency. Pinchot wrote in his 1909 annual report that:

> "The beneficial effect of the district organization has been extraordinary. Those in charge of the various lines of work of the Service are brought into much closer contact with the National Forest officers and their work, business is greatly expedited and a higher standard of business efficiency set, a decided stimulus has been given to technical work, and differences with Forest users are more quickly and satisfactorily adjusted. Along with better oversight of the work of the supervisors, the new system has brought not a greater centralization of responsibility for the handling of local business, but, on the contrary, an increase in the responsibility laid on local officers. In short, the supervisor is in closer touch with his superior officers and yet freer to do high-grade work in planning and bringing to pass the best use of the Forest of which he has charge than has been the case before. This is believed to be the ideal administrative method for the Service since it avoids the evils of bureaucratic control on the one hand and irresponsible decentralized administration on the other. A marked gain in the approval by western public sentiment of National Forest work has evidenced the success of the new plan." [22]

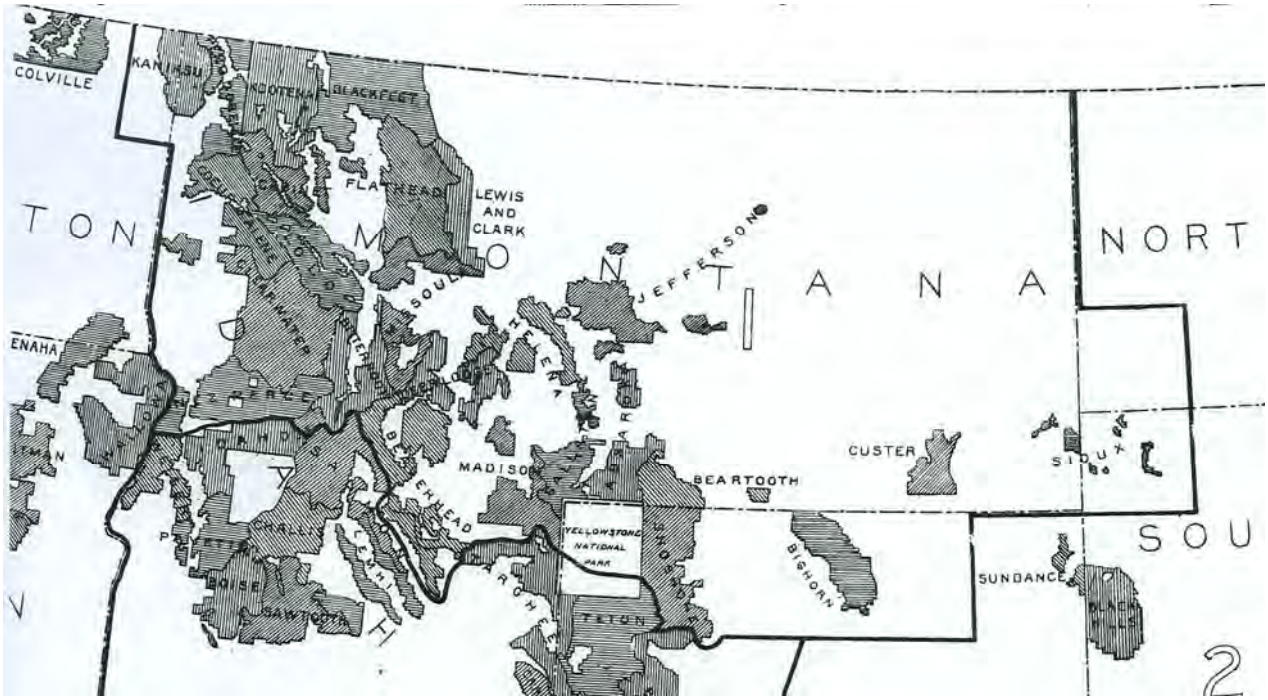

Figure 2: District boundaries and national forests of District 1 as of July 1, 1908.

[21] U.S. Forest Service, *Field Programme for December, 1908,* (Washington, D.C.: Government Printing Office, 1908), pages, 120-128.
[22] Gifford Pinchot, *Report of the Forester for 1909,* (Washington: Government Printing Office, 1909), p. 14. Pinchot later would write that "The good organization of the Forest Service…was due far more to Overton Price than it was to me." Gifford Pinchot, *Breaking New Ground,* (Washington, DC: Island Press, 1998), p. 386. Price was the Associate Forester.

According to the *Report of the Forester for 1907* [23] issued January 30, 1908, District 1 included the forest reserves in the state of Montana, as well as those in northern Idaho, northeastern Washington (Kaniksu National Forest), and northwestern Wyoming (Bighorn & Shoshone National Forests). The next year, in his Report for 1908, the Forester noted that the boundary between District 1 and District 2 had been modified "to include in the former [District 1] the Cave Hills, Long Pine, Short Pine, Slim Buttes, and Ekalaka National Forests." [24] These five forests were merged into the Sioux National Forest on July 1, 1908, bringing northwestern South Dakota into District 1 as shown in Figure 2, Page 9.

Not mentioned in the annual report for 1908 was the transfer of the Idaho County portion of the Weiser National Forest from District 4 to District 1 creating a straight line separating these two National Forests and later two districts as illustrated in Figure 2, Page 9. This part of the Weiser was combined with a part of the Bitter Root National Forest to establish the Nezperce National Forest in 1908. The transfer changed not only the boundary between the Nezperce and Weiser National Forests but also the boundary between District 1 and District 4. Until its break-up on July 1, 1908, the massive 8.3 million-acre Yellowstone National Forest was administered as part of Districts 1 and 4, and immediately after its discontinuation, its component parts had been assigned to these two districts as shown in Figure 2, Page 9. If this large national forest existed today, it would fall within three Forest Service regions, the Northern, Rocky Mountain, and Intermountain Regions. The administrative history of this great forest along with its mapping is included in the Regional chapters for Regions 1, 2 and 4 elsewhere on this website.

District 1 was expanded in January of 1909 to include all of North Dakota (Dakota National Forest), and, in March 1909, it acquired the responsibility to manage the national forests of Minnesota from District 2 and assigned administrative duties for the new national forests in Michigan. The national forests of Michigan and Minnesota were transferred from District 1 back to District 2 in the Spring of 1913 or the end of the 1913 fiscal year.

The national forests in the northwestern part of Wyoming that had been administered by District 1 were transferred to District 2, the future Rocky Mountain District on June 1, 1909. This meant that the Shoshone National Forest (once and component part of the Yellowstone National Forest) and the Big Horn National Forest would now be administered from Denver and not from Missoula, the headquarters of District 1 (see Figure 3, page 11). Also on June 1, 1909, the Bonneville National Forest in District 4 was moved under the administration of District 2 in Denver. The Bonneville along with the Shoshone and Bighorn National Forests were thought to be more accessible from Denver and their transfer nearly equalized the area in national forests in the six districts.[25]

On the western boundary of District 1, the Beaverhead National Forest as originally proclaimed, spilled over into Idaho from Montana across the Continental Divide. Those portions of the Beaverhead on the western slope were transferred to the Lemhi and Targhee National Forests in District 4 via three Presidential Proclamations, all with an effective date of July 1, 1910. The boundary was fixed between District 1 and 4 along the Continental Divide in southwestern Montana and the southern boundary (Salmon River) of the Nezperce National Forest in Idaho.

[23] Gifford Pinchot, *Report of the Forester for 1907,* (Washington: Government Printing Office, 1908), p. 10.
[24] Gifford Pinchot, *Report of the Forester for 1908,* (Washington: Government Printing Office, 1908), p. 14.
[25] Gifford Pinchot, *Field Program for June, 1909,* (Washington, D.C. : U.S. Forest Service, 1909), p. 288.

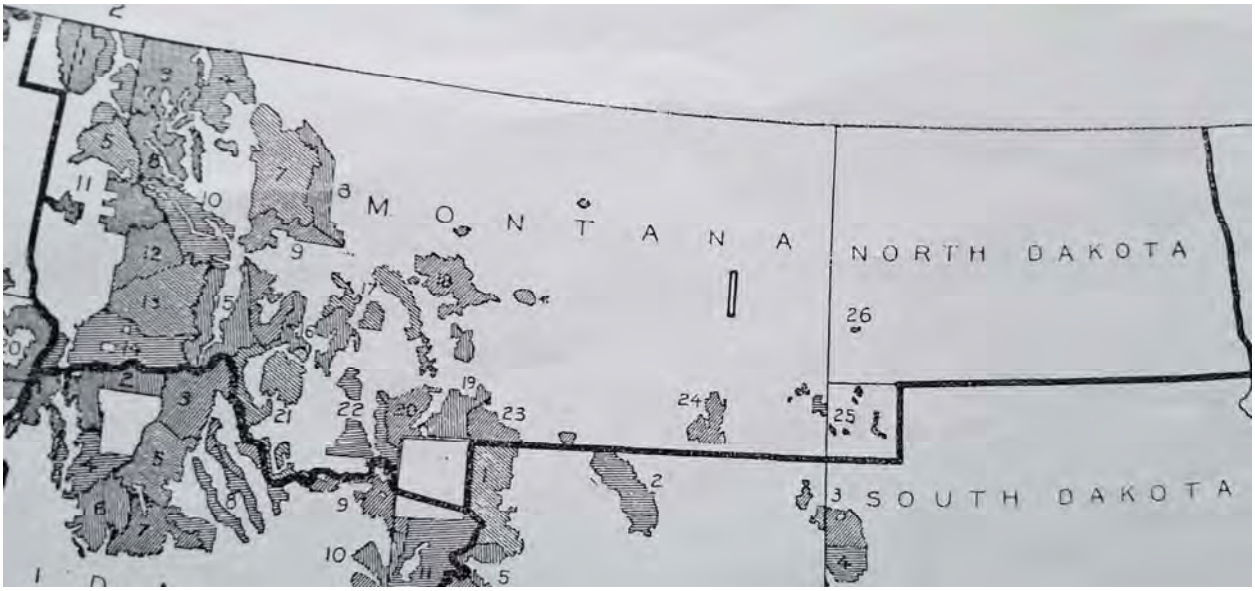

Figure 3: District 1 as of September 1, 1915, showing all of North Dakota in the District after the establishment of the Dakota National Forest in November of 1908 (marked as "26" on the map), the boundary between Montana and Idaho set on the Continental Divide in 1910 and, earlier in 1908, across Idaho along the Salmon River. The Shoshone and Bighorn National Forests in Wyoming (marked as "1" and "2" on the map) now are shown as a part of District 2.

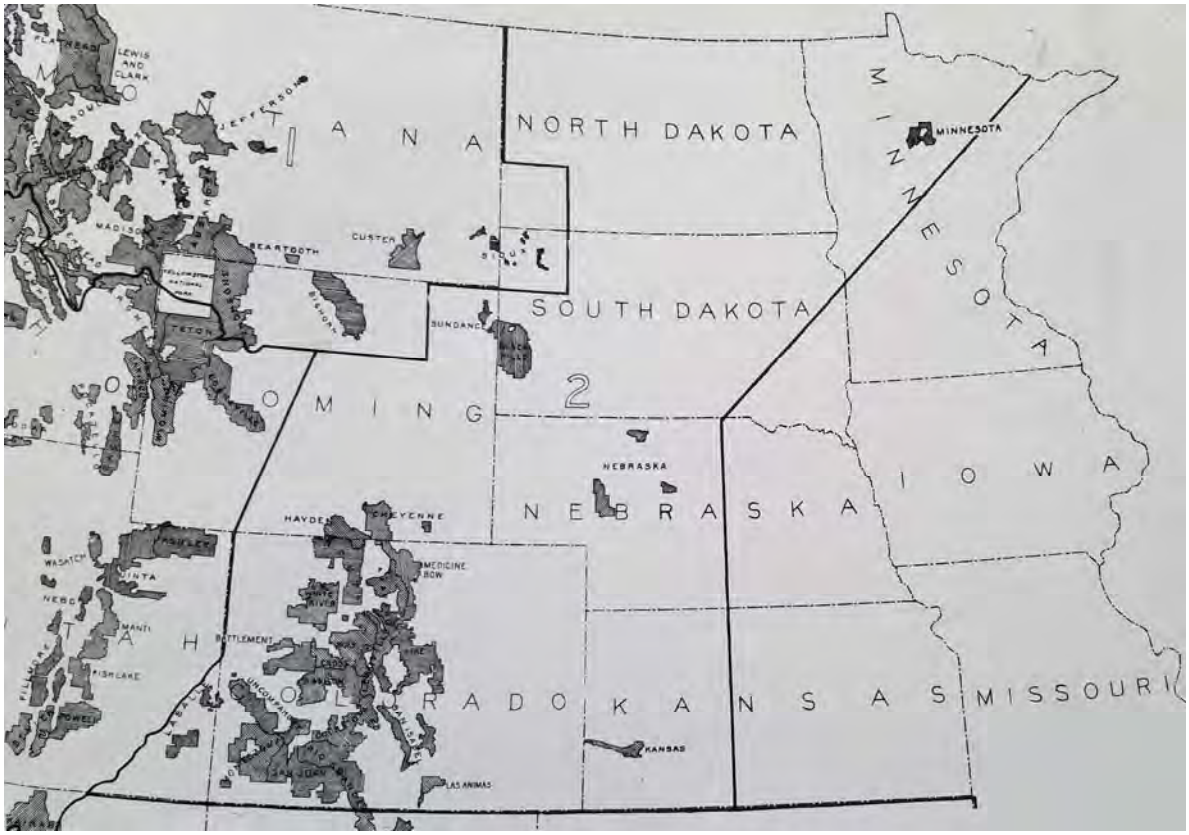

Figure 4: District 2 boundaries July 1, 1908, showing that District 2 did not yet have jurisdiction over the Bighorn. Shoshone or Bonneville National Forests. The July, 1908 *Field Program* (p. 21) places the LaSalle National Forest in District 4 for the first time. Previously, it was part of District 2 along with the Monticello National Forest to its south. The Monticello merged in July of 1908 into the La Salle National Forest. The La Salle National Forest would assume its former name, the La Sal National Forest in March of 1909.

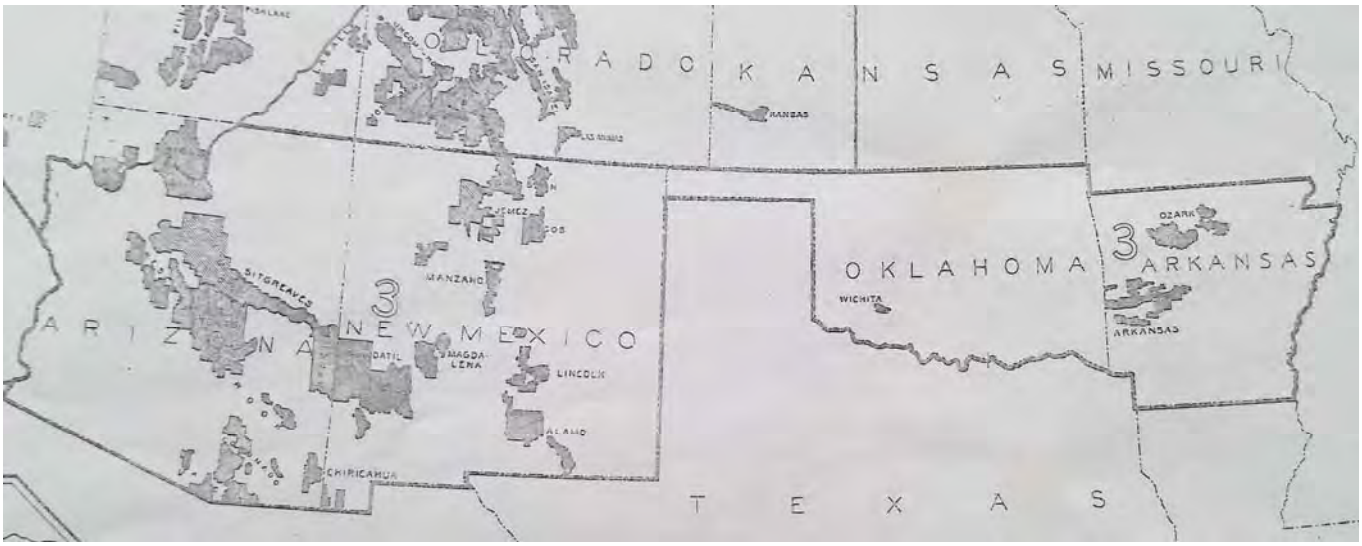

Figure 5: District 3 as of July 1, 1908, extending from the Colorado River to the Mississippi River. District 3 also included the Luquillo National Forest in Puerto Rico and, after 1909, the national forests established from the public lands in Florida. District 3 then extended from the Colorado River to the Atlantic Ocean, a situation that lasted until July 1, 1914 when a District 7 was created for the national forests in the eastern United States and confined District 3 to the states of Arizona and New Mexico (see Figure 9, Page 16).

The 1908 boundaries of District 2 (see Figure 4, Page 11) would be extended to include the national forests in Michigan and later Minnesota. However, between 1909 and 1913, the national forests in the Great Lakes were administered from District 1 headquarters in Missoula, Montana before being transferred back to District 2 in 1913. There they remained until the Lakes States District (District 9) was created on January 1, 1929. Even though there were no national forests in Wisconsin at the time, the state was added for the purposes of continuity of the district boundaries. The Colorado River served as the boundary between District 2 and District 4 in southwestern Colorado/Southeastern Utah according to the 1908 map. The LaSalle National Forest (later corrected to La Sal) in southeastern Utah which included land in Colorado had been listed in the *Field Program* since May of 1907 as being a part of District 2, the July 1, 1908 issue of the *Field Program,* placed the La Salle in District 4. The map shown in Figure 4, Page 11 had most likely been prepared previous to July 1, 1908 its issue date and did not record the change in time. Changes made between 1908 and 1918 moved the boundary between District 2 and District 4 in Wyoming along the Continental Divide.

There were no Inspection Districts specifically established for the eastern portion of the United States until 1914. District 3, headquartered in Albuquerque, New Mexico, initially administered the national forests of Arizona, New Mexico, Oklahoma, and Arkansas (see Figure 5, Page 12). With the Choctawhatchee and Ocala National Forests created from the public lands in November of 1908,[26] District 3 was enlarged and extended to include the state of Florida, and along the way, Mississippi and Alabama too, although those two states did not have national forests at the time. Between 1908 and 1914, District 3 was the largest district in geographic extent, stretching from the California-Arizona border to the Atlantic Ocean. Also included in District 3 was the Luquillo National Forest in Puerto Rico, then, not yet placed under full Forest Service administration.

Until 1934, that area north of the Colorado River in Arizona embracing the Kaibab National Forest and the former areas of the Dixie National Forest was administered from District 4, headquartered in Ogden, Utah (Figure 5, Page 12). The administration for the Kaibab National Forest, and for all national forest areas in Arizona including north of the Colorado River, the "Arizona Strip," transferred to the Southwestern Region upon a general reorganization of the national forests in the Grand Canyon region in 1934 – a reorganization that also changed the Regional boundaries (see Figure 11, Page 19).

[26] These two forests merged in 1911 to create the Florida National Forest, but were later separated in 1927.

Figure 6: District 4 on July 1, 1908. The boundary in southeastern Utah would be placed on the Utah-Colorado state line with all of the La Salle National Forest, including about 30,000 acres in Colorado becoming a part of District 4 in July, 1908. This map does document the merger of the La Sal and the Monticello National Forests into the La Salle (effective July 2, 1908), but does not reflect the District change. The La Salle returned to its former name, the La Sal National Forest March of 1909. The boundary between District 4 and District 2 in Wyoming and between District 4 and District 1 in Idaho south of the Salmon River would late be placed along the Continental Divide. The boundary between District 4 and District 3 was changed to run along the Utah-Arizona border in 1934 and the reorganization of national forest land on the eastern slope of the Sierra Nevada in 1945 would result in the regional boundary of District 4 being pushed westward into California (eastern slope of the Sierra Nevada – but would not include the Nevada portion of the Inyo National Forest), the former territory of Region 5.

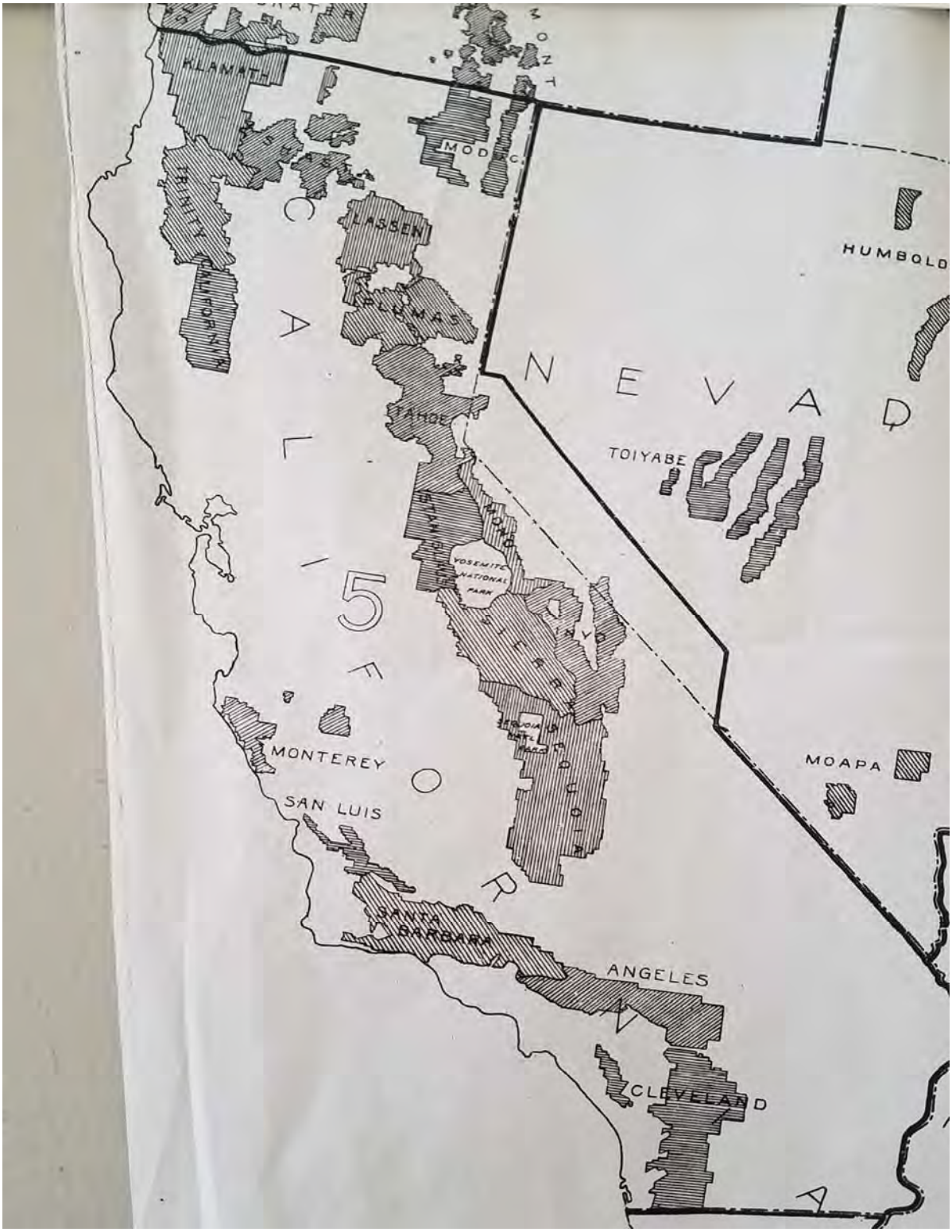

Figure 7: District 5 as of July 1, 1908. Regional boundaries for District 5 have changed very little after 1908 and before 1945. On July 2, 1908, the boundary between District 5 and District 6 changed when the Klamath National Forest transferred lands in the Smith River and Applegate River drainage in California to the Siskiyou National Forest and to the Crater National Forest in Oregon (District 6). Reorganizations in the eastern slope of the Sierra Nevada changed the boundary between District 5 and District 4 in 1945, while the creation of the Six Rivers National Forest in 1947 on the western slope of the Coast Range largely eliminated the Siskiyou National Forest's (District 6) presence in California that it had held since 1911.

Figure 8: District 6 on July 1, 1908. Also included in District 6 were the two national forests of Alaska that would later be separated from District 6 to create a new Forest Service District, the Alaska District, on January 1, 1921. Later in 1908, the Siskiyou and Crater National Forests would absorb more land in California at the expense of the Klamath National Forest. The Siskiyou would be extended deep into California (Smith River drainage) in 1911. Changes would come to the Colville National Forest in Northeastern Washington state in 1943. Reorganizations of federal forestland in Central Oregon would occur two weeks after the date of this map whereby the crest of the Cascade Range largely formed the newly drawn national forest boundaries, but would not be extended to the far northern portion of the Oregon (later Mount Hood) National Forest shown on this map.

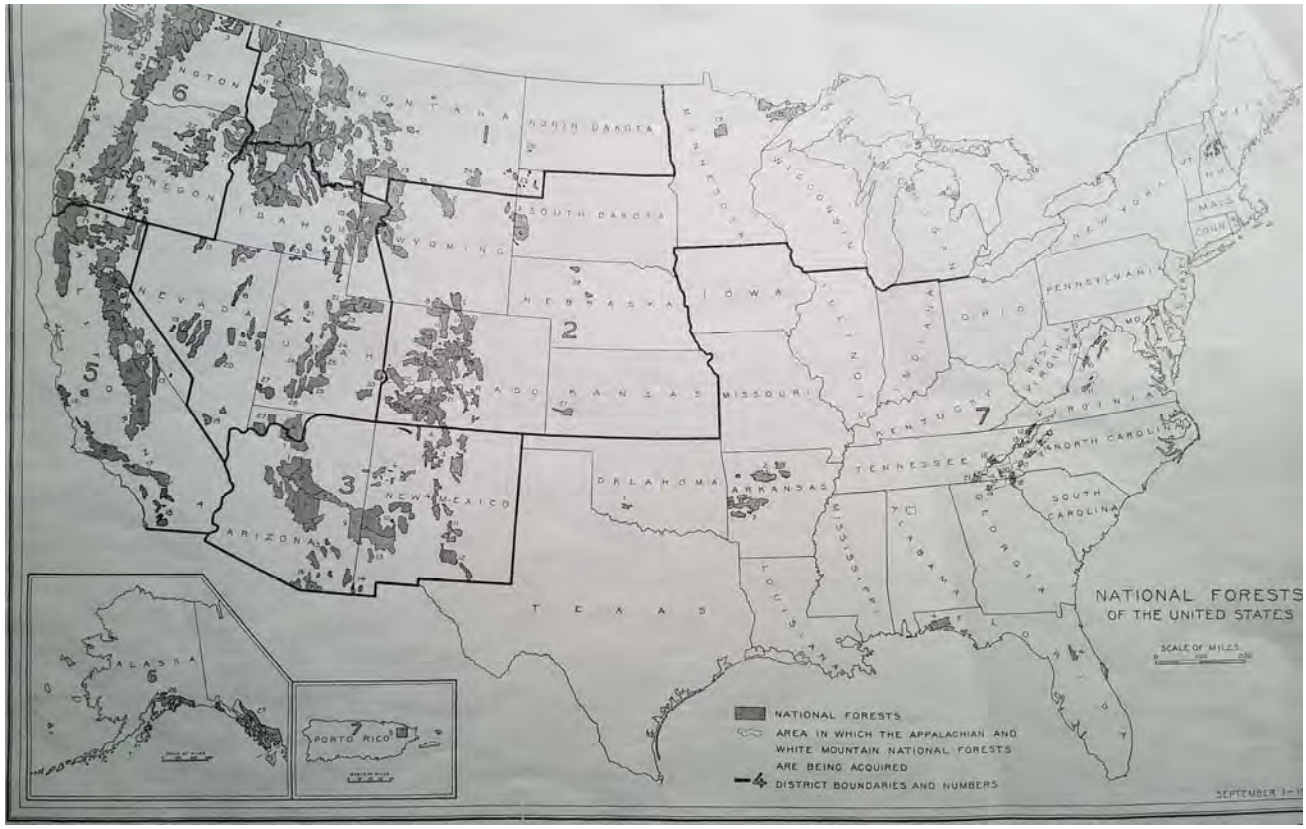

Figure 9: National Forest District boundaries as of September 1, 1915. The map shows the new (1914) District 7 embracing the eastern United States and Puerto Rico with its many purchase areas as well as formally proclaimed national forests in the public land states of Florida, Arkansas, and Oklahoma. The creation of District 7 reduced District 3 so that it administered national forests exclusively in Arizona and New Mexico. In 1915, Alaska remained a part of District 6. District 2 extended from Colorado to the states of the Great Lakes. The district boundary between Districts 2 and 4 in Wyoming has been partially placed along the Continental Divide, but does not yet fully follow the divide; District 2's Bonneville National Forest included land on both sides of the Continental Divide.

As a result of the Weeks Law of 1911, that had authorized the purchase of forest land in watersheds of navigable streams, the National Forest Reservation Commission established several purchase areas [27] in the Appalachian Mountains and in the White Mountains of New England. To manage these purchase areas and the national forests of the eastern United States created from the public domain in Florida, Arkansas, and Oklahoma, a new District 7 was created on July 1, 1914. Headquarters were located in Washington, D.C. District 7 included the eastern United States, as well as Texas, Oklahoma, and Puerto Rico but did not include the national forests in Michigan, and Minnesota, which remained part of District 2. As to the new District 7, Forester Henry S. Graves wrote, that:

> "Previously the nearest district office to Washington was that at Denver. While the great bulk of the National Forests lie in the far Western States, the need for administering as Forests the lands purchased in the southern Appalachian and White Mountains called for the creation of a new district in the East. By adding the 15 so-called "Purchase Areas" in the New England and Southeastern States, the two Forests in Arkansas, the Florida Forest, and the Wichita Forest and game preserve in Oklahoma, formerly administered as part of District 3 from Albuquerque, N. Mex., a suitable new unit was formed. A large purchase of land in North Carolina during the year added a sixteenth Purchase Area, the Boone, which is now under administration as part of District 7." [28]

[27] The National Forest Reservation Commission used the term "Purchase Area" from 1911 to mid-1921, after which time, the term "Purchase Unit" came to be used by the Commission.

[28] Robert S. Graves, *Report of the Forester (From Annual Reports of the Department of Agriculture, 1915),* (Washington: Government Printing Office, 1915), p. 1-2. The Boone Purchase Area was proclaimed the Boone National Forest in 1920; in 1921 it was absorbed by the Pisgah National Forest and its name discontinued.

Geographic designations for the districts of the Forest Service, such as "Northern District" first appeared in the *April Field Program, 1919.* The publication provided names for each Forest Service District that had until that time been identified only by number. Two months later, the pages of the U.S. Forest Service publication, *National Forest Areas, June 30, 1919,* at that time, an annual publication issued at the close of each fiscal year, also carried the new geographic designations. The numerical designations for all the districts were retained and used in addition to the new geographic names. In 1919, the seven districts of the Forest Service were: No. 1, Northern District; No. 2, Rocky Mountain District; No. 3, Southwestern District; No. 4, Intermountain District; No. 5, California District; No. 6, North Pacific District; No. 7, Eastern District. It took a few years before the geographic designations of each district appeared on maps. On May 1, 1930, the Secretary of Agriculture approved a change in the official designation of the nine districts replacing "District" with the word "Region" to describe administrative areas in order to avoid confusion with the Forest Service's ranger districts.

After District 7 was established in 1914 for the eastern forests, the next major change to occur was the separation of Alaska from the North Pacific District. The new district was given the designation of District 8 and was naturally called the Alaska District. Forester Greeley wrote of the new district, which also affirmed the decentralized structure of the Forest Service, in his annual report for fiscal year 1921, that:

> "The primary needs of Alaska are transportation, particularly adequate marine transportation, and a decentralized administration of public resources and affairs in the Territory itself. The evils of red tape and delay are inevitable if administrative jurisdiction is retained in Washington over matters which should be dispatched by resident officials in Alaska. The National Forests of Alaska have always been administered in all respects [in this way], except the more important transactions and questions of policy, by supervisors and rangers in the Territory. In recognition of the need for the fullest decentralization, however, a separate National Forest district covering the Territory, was created on January 1, 1921, under the direction of a resident district forester. Ninety-five per cent of the business on these National Forests does not pass beyond Alaska, with the exception of matters involving land titles where existing law requires reference to Washington." [29]

A District 9, the Lake States District, was established by the Secretary of Agriculture on December 22, 1928 (effective January 1, 1929), with District Headquarters located first in Madison, Wisconsin, in office space in the Forest Service's Forest Products Laboratory. District Headquarters were soon thereafter relocated to Milwaukee. The new Lake States District was created in response to the congressionally authorized land purchase and road building project for the cut-over areas of the Great Lakes, especially in the states of Wisconsin and Michigan, and it was felt that the administration of these projects had to be exercised closer to the forests themselves. This was the McNary-Woodruff Act of 1928 that authorized forest land purchases throughout three fiscal years, 1929-1931. With the formation of the Lakes States District, the Rocky Mountain District would no longer administer or map the forests of Minnesota and Michigan from far away Denver. On September 25, 1930, Forester Robert Y. Stuart defined Region 9, Lakes States Region, as embracing the states of Ohio, Indiana, Illinois, Michigan, Wisconsin, Minnesota, Iowa, and Missouri.[30] Following the formation of Region 9, there was an exponential increase in the number of "Purchase Units" established by the National Forest Reservation Commission in the early 1930s. New units were placed in such states as North Dakota, Iowa, Illinois, Indiana, and Ohio, joining those in Wisconsin, Michigan, and Missouri created by the Commission in the late 1920s. This expansion of purchase activity well beyond the Great Lakes prompted a change in name for District 9 from the Lake States Region to the North Central Region in 1933. Some maps, like the national map of 1936 (Figure 11, Page 19), still name Region 9 as the Lakes States Region.

[29] William B. Greeley, *Report of the Forester, 1921,* (Washington: Government Printing Office, 1921), p. 4-5.
[30] Robert Y. Stuart, *Report of the Forester, 1930,* (Washington: Government Printing Office, 1930), p. 15.

Figure 10: U.S. Forest Service District organization as of August 1928. Note many new national forests in District 7 created from the National Forest Reservation Commission's purchase units and the number 8 attached to the new (since 1921) separate Alaska District. Wichita National Forest is now shown as being administered from the Rocky Mountain District (District 2). Originally part of District 3 (1908-1914), then added to the new District 7 in 1914, and finally, administered by the Rocky Mountain District from 1926 to 1936 when it was discontinued. The Wichita Game Refuge remained with approximately the same boundaries as the former national forest. It is now called the Wichita Mountains Wildlife Refuge. The boundary between District 2 and 4 in northern Wyoming now follows the Continental Divide along the backbone of the Wind River Range.

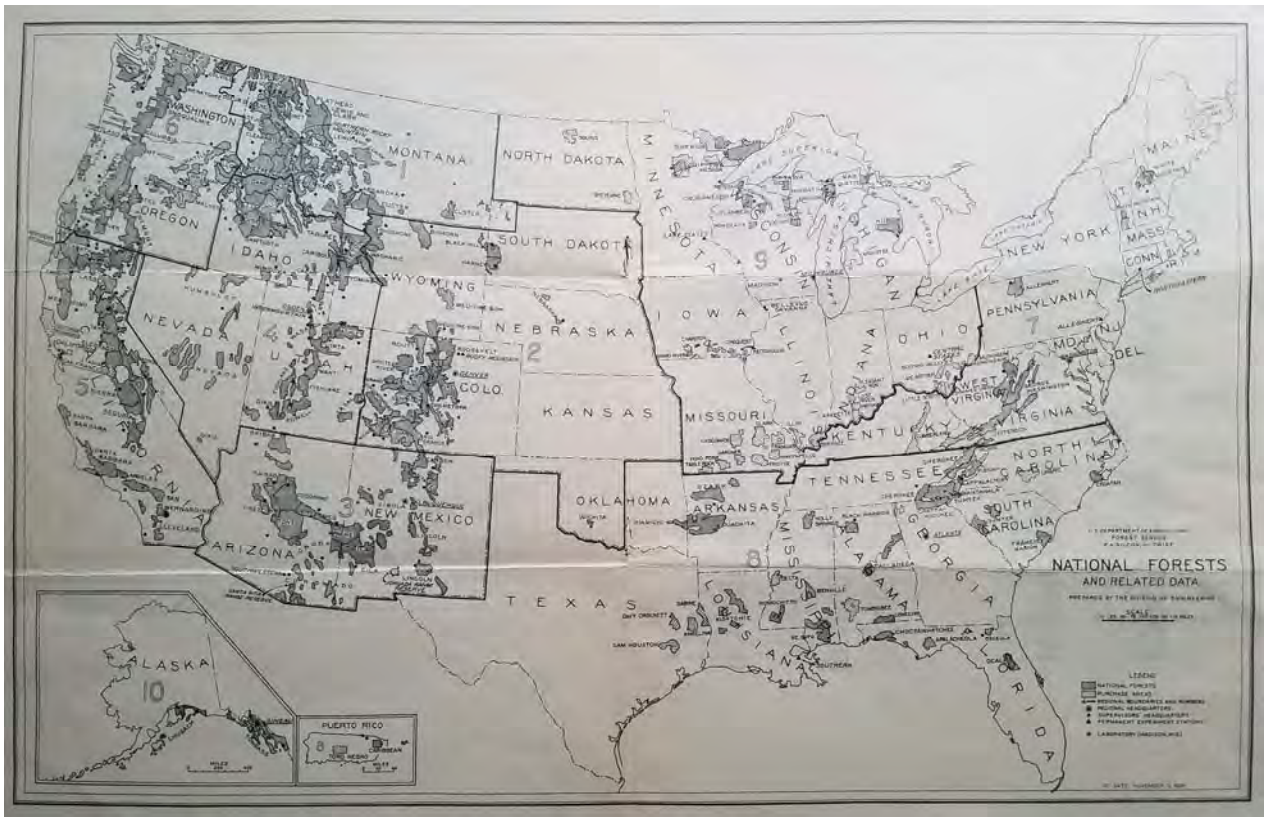

Figure 11: U.S. Forest Service regional boundaries as of November 5, 1936, showing the new (1934) Southern Region (Region 8), the new (1929) Region 9, the Lakes States Region (renamed the North Central Region circa 1933), and the much-diminished Eastern Region (Region 7). North Dakota, no longer part of Region 1, has been moved to Region 9. Region 9 has also been expanded south to the Ohio River and to include the states of Missouri and Iowa. The Wichita National Forest in Oklahoma administered from Denver since 1926 was abolished just 22 days after this map was printed on November 27, 1936. The Kaibab National Forest is shown as being a part of the Southwestern Region (Region 3) and the Alaska Region has changed its numerical designation from 8 to 10.

The state of North Dakota remained a part of District 1 even after the abolition of the Dakota National Forest in that state in 1917. National maps issued by the Forest Service showing its regional organization continued to place North Dakota within the boundaries of District 1 well into the 1930s, even though there was no national forest land to administer in the state. Respected sources have stated that North Dakota was officially made part of the new Lakes States Region on January 3, 1930, despite the map record and in the absence of national forest land in the state at that time.[31] Indeed, in his annual report for the fiscal year ending June 30, 1930, Forester, Robert Y. Stuart, defined the geographic extent of each Region in his general discussion of the change in name from "District" to "Region." [32] In the report, issued December 3, 1930, neither Region 1 nor the new Region 9, the Lakes States Region, included North Dakota within their jurisdiction according to the Forester. The state was completely overlooked. One might argue perhaps with more certainty that North Dakota was assigned to Region 9 in 1934 based on the map record, principally the national maps issued by the Forest Service, just before the creation of two purchase units in the state in 1935, the Sheyenne and the Souris, by the National Forest Reservation Commission. Maps issued by the Forest Service covering Region 9 and for the United States as a whole show North Dakota as part of the North Central Region, beginning in 1936, but not before.

[31] Jay H. Cravens, ed., *The Land We Cared For…A History of the Forest Service's Eastern Region,* (Milwaukee: USDA, Forest Service, 1997), p. 284.
[32] Robert Y. Stuart, *Report of the Forester,* (Washington: Government Printing Office, 1930), p. 14.

Like the changes in 1928 and 1933 that were in response to an ambitious land acquisition policy, additional changes occurred in 1934. In that year, the southeastern states of the Eastern Region (Region 7) were detached and a new region in the South with headquarters in Atlanta, Georgia was established. The Southern Region administered national forests and purchase units south of Virginia and Kentucky including the states of Texas and eastern Oklahoma and was given the numerical designation of Region 8. The Alaska Region was renumbered as Region 10. Forest Service properties on the island of Puerto Rico did not immediately become part of the Southern Region upon the Region 8's establishment on July 1, 1934. The November 1935 Forest Service Directory includes Puerto Rico in Region 8, the Southern Region, for the first time. With the elimination of the Wichita National Forest in 1936, western Oklahoma, then part of the Rocky Mountain Region, became part of the Southern Region due in large part to land acquisition program in eastern Oklahoma adjacent to the Ouachita National Forest.

Figure 12: Regional boundaries as of 1940. Map shows Oklahoma now fully a part of the Southern Region (Region 8) once again. Also, for point of reference, the map shows the Colville National Forest in northeastern Washington State bordering Region One, but firmly within Region Six. The Siskiyou National Forest in Region 6 covers a part of the State of California, and the boundary between Region 4 and Region 5 lies well east of the Sierra Nevada Range in Nevada.

In the 1930s, purchases of land by the federal government in northeastern Washington State from economically distressed settlers located between the Colville and Pend Oreille rivers brought many more acres into the National Forest System. The newly acquired land straddled the boundary between the Pacific Northwest Region (then the North Pacific Region) and the Northern Region. This and other factors led to the 1943 decision to move the boundary between Region 1 and Region 6 to the west and place it along the Ferry-Okanogan county line in Washington. The western portions of the Colville National Forest were added to the Chelan (later Okanogan) National Forest in Region 6 and the remaining, larger part of the Colville National Forest was transferred to the Northern Region for administration. Between 1943 and 1973, Region 1 administered the Colville National Forest in Washington State until another administrative reorganization in the Idaho panhandle in 1973 moved the Colville National Forest back into Region 6, the Pacific Northwest Region.

Figure 13: Regional boundaries in 1948 showing the Colville National Forest now part of Region 1, the Northern Region. The Smith River drainage in California, once part of the Siskiyou National Forest in Region 6 have become part of the new Six Rivers National Forest established on June 3, 1947, and made part of Region 5. The Toiyabe National Forest in Region 4, the Intermountain Region, has absorbed a part of the Tahoe National Forest and most of the land base of the former Mono National Forest (abolished December 18, 1945), requiring a change of the regional boundary between Regions 4 and 5 along the eastern front of the Sierra Nevada Range.

In 1965, under President Lyndon Johnson's policy initiative to improve the administration and efficiency of the federal government, it was decided that Region 7 would be eliminated and its responsibilities divided between Regions 8 and 9. Thus, the national forests in the states of Kentucky and Virginia were transferred to the Southern Region, Region 8, and those of New England, Pennsylvania, and West Virginia assigned to Region 9. Region 9, the North Central Region became Region 9, the newly configured Eastern Region. The headquarters of the former Eastern Region (Region 7) located in Upper Darby, outside Philadelphia, Pennsylvania was closed and all regional administrative responsibilities transferred to Milwaukee, Wisconsin. At the same time, responsibility for Forest Service properties in North Dakota were transferred from Region 9 back to Region 1, the Northern Region. The Alaska Region retained the designation of Region 10. As a consequence of these changes, a Region 7 of the Forest Service no longer exists.

Changing the name of a national forest requires an official act of the President or Congress [33] while changing the name of a region does not. A check of readily available sources of historical information on the Forest Service has not yet yielded an authoritative date or even the year when the North Pacific Region (Region 6) changed its name to the Pacific Northwest Region. According to the anthology of first-hand accounts of the Forest Service personnel in the Pacific Northwest, 1905 to 2005, *We Had an Objective in Mind,* the change occurred in either late 1948 or early 1949.[34] This date is supported by the

[33] The exception to this is Section 11 of the Weeks Law (36 Stat. 963) allows the Secretary of Agriculture to "…divide the lands acquired under this [Weeks] Act into specific national forests and so designate the same as he shall deem best for administrative purposes." For purchase units and also for national grasslands, naming and/or changing names can be done by the Secretary of Agriculture.

[34] *We Had an Objective in Mind: The U.S. Forest Service in the Pacific Northwest 1905 to 2005,* (Portland, Oregon: Pacific Northwest Forest Service Association; Bend, Oregon: Maverick Publications, 2005), p. 556.

map record itself. The name change occurred between the publication of the forest visitor's maps of the Umatilla and Umpqua National Forests both dated 1948 and the October, 1949 publication of the Gifford Pinchot National Forest visitor's map. The Umatilla and Umpqua maps of 1948 carry the regional name, "North Pacific Region," while the map of the Gifford Pinchot National Forest has "Pacific Northwest Region" on its front title panel. A 1951 Forest Service map of the United States names Region 6 the Pacific Northwest Region, confirming the change in name. Perhaps the name change of the Columbia National Forest to the Gifford Pinchot National Forest ordered by the proclamation of June 15, 1949, prompted the name change of the region itself. The June 1949, date neatly fits with the map record.

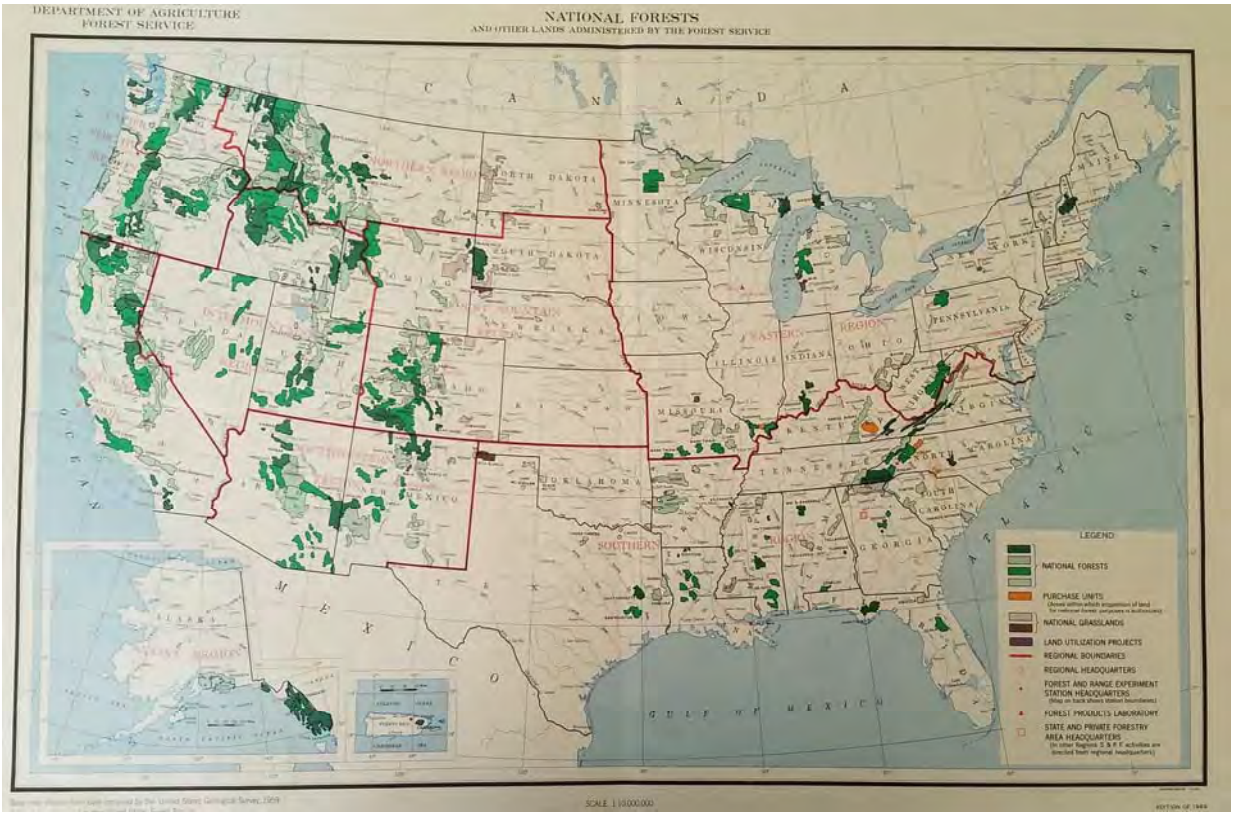

Figure 14: Regional organization of the Forest Service as of 1969 showing the abolition in fiscal year 1966 of the older Eastern Region (Region 7) and the transfer of its lands to the North Central Region (Region 9) now renamed the Eastern Region and the assignment of national forest lands in Kentucky and Virginia to the Southern Region (Region 8). As part of the same reorganization, National Forest System lands in North Dakota were returned to the Northern Region where they had been before the early 1930s.

North Dakota came back under the administration of the Northern Region (Region 1) in 1965 after the reorganization of the Eastern and North Central Regions that same year. Region One's Custer National Forest had been assigned the responsibility of managing the national grasslands in North Dakota and northwestern South Dakota in the early 1960s before the official move of the state back into the Northern Region. The Forest Service combined the four national grasslands in the area, namely, the Grand River in South Dakota and the Cedar River, Little Missouri, and Sheyenne in North Dakota into one administrative unit, the Dakota Prairie Grasslands, on October 1, 1998, with its own Supervisor located in Bismarck, North Dakota (see Figure 18, Page 53).

In the 1965 changes in the field organization of the Forest Service, the state of Hawaii and the nation's dependencies in the Pacific Ocean were added to the geographic domain of the California Region in order to support effort of the Forest Service to establish cooperative programs between the states, territories and private land owners in the Pacific basin. To better reflect this change in area, the California Region was renamed the Pacific Southwest Region in 1978. [35]

[35] Beginning with the 1969 edition of the *Code of Federal Regulations* (Title 36, Chapter II, Part 200.2) and continuing each year thereafter, one can find the full field organization of the U.S. Forest Service listed by Region in a directory-style format. Part 200.1 describes the "Central Organization" of the U.S. Forest Service.

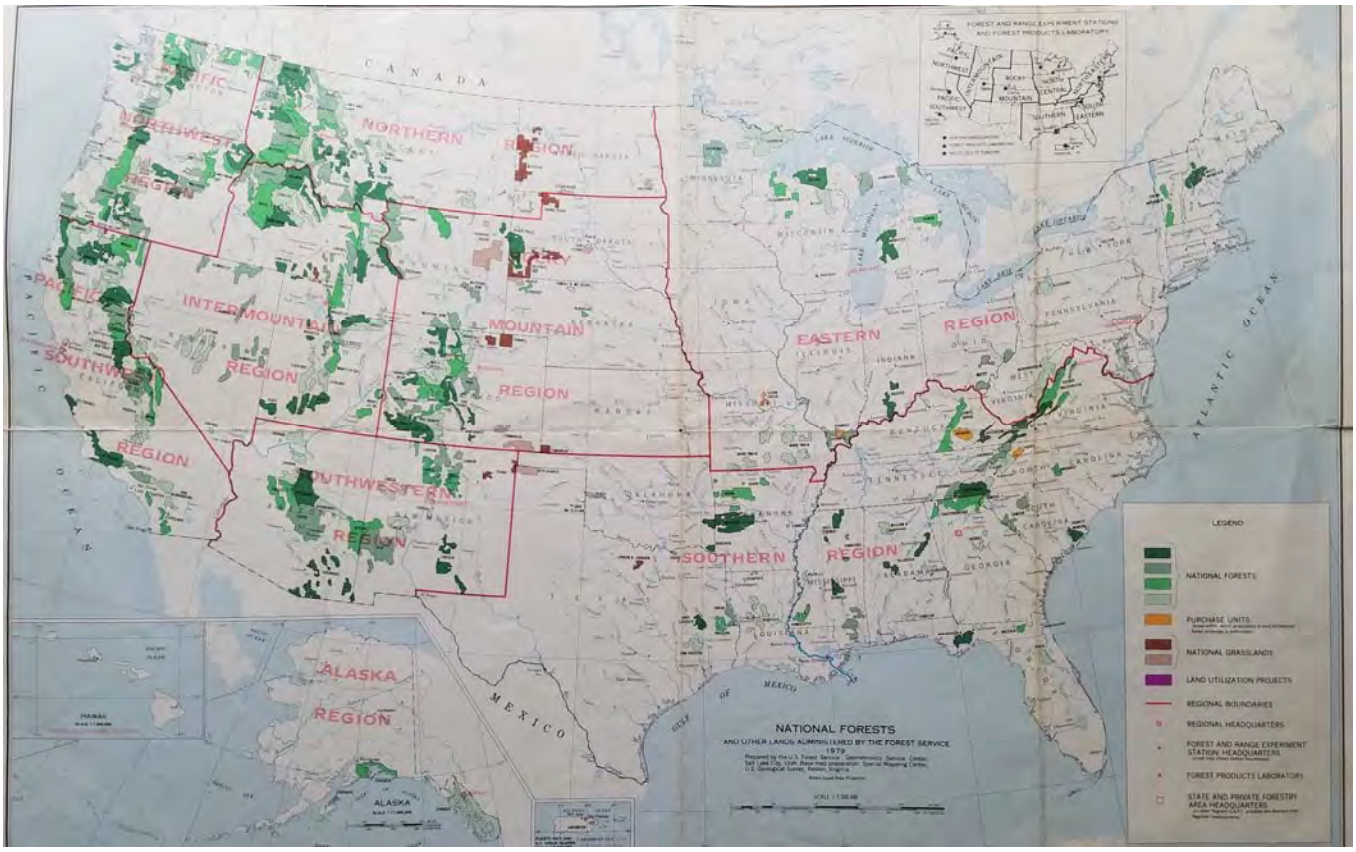

Figure 15: National Forest System lands and regional names and boundaries as of 1979. The Colville National Forest has been transferred back to the Pacific Northwest Region in 1973 after the reorganization of the Idaho Panhandle National Forests and the boundary between Region One and Region Six placed on the Washington-Idaho boundary. Slight modifications in the regional boundaries in the Dakotas between Region One and Two (Grand River National Grassland in South Dakota moved to Region One) and another modification in northeastern Washington state have been made since 1979. This well-used map shows all current regional names now in place.

III. An Administrative History of the National Forests, The Early Years, 1891-1909

Within the administrative histories attached to each forest in the Regional Chapters (elsewhere on this website) one will find individual citations that chart the establishment of the forest reserve or national forest, added or eliminated lands, changed forest names, and in some instances, discontinued forests altogether. These administrative changes were required, by law, to be announced through the issuance of an official legal document, such as an Executive Order, Public Land Order, or other official notice through a recognized government channel. The Section 24 of the law of March 3, 1891 (26 Stat. 1095) granted the president the power to reserve portions of the timbered public domain by issuing a "public proclamation." Thus, newly established forest reserves and national forests were announced by presidential proclamation. Since Congress authorized the president to create the forest reserves, these proclamations have the force of law and are included in the pages of the *United States Statutes at Large,* and beginning on October 12, 1905, accompanied by a diagram or map illustrating the effects of the Proclamation. Executive Orders of the President carry the same force of law as Proclamations because the authority to issue them has been delegated to the executive branch by Congress. The difference between the two is that executive orders are aimed at those inside government while proclamations are aimed at those outside government, but both apply equally to both audiences. The majority of early executive orders amended civil service and passport regulations and were issued to govern the territories of the United States such as the Canal Zone and the Philippines. Later, executive orders were issued to rearrange forest boundaries, combine several forests into one, to withdraw lands temporarily for examination or resurvey, and to eliminate some lands from the national forests. It took a presidential proclamation to establish the Cave Hills Forest Reserve, but a single executive order combined it and four other existing national forests into the new Sioux National Forest in 1908. On April 24, 1942, President Franklin Roosevelt issued his Executive Order 9146 authorizing the Secretary of the

Interior to withdraw and reserve public lands, thus delegating presidential authority in this area to the department level agency. After this date the executive order was largely replaced by the Public Land Order issued by the Secretary of the Interior. Presidential proclamations continued to be used to establish new national forests, such as the Winema National Forest in Oregon in 1961.

Coexisting with these formal executive announcements, there are the other actions that changed the land base and the management of the national forests where the law did not require the issuance of a legal announcement. In these instances, somewhat like the ability to organize itself into administrative regions, the Forest Service was granted the authority by Congress to exchange lands, accept land donations, transfer forest acreage, and to create special areas within the national forests on its own. These laws gave the Forest Service the ability to act on its own are found at the conclusion of this introduction in Section XI entitled, *Chronological Listing of Laws and Regulations Affecting the Administrative History of the National Forest System.* Laws and other actions that affected only one national forest are listed in the administrative histories of that particular forest. This introduction hopes to familiarize the reader, in a slightly modified chronological arrangement, with the many different ways in which the national forests' names, boundaries, and land base were changed to solve problems created by their very establishment, to suit national policies, and to meet economic realities, either by the issuance of an official legal document or by an internal Forest Service action.

A. Initial Establishment of the Land Base of the National Forest System

Under the 1891 law entitled, "An Act to repeal timber culture-laws and for other purposes" approved the 3rd of March (26 Stat. 1095), the President was given the authority to establish Forest Reserves within the public domain and to announce these newly created forest reserves with the issuance of a "public proclamation." On March 30 of that year, President Benjamin Harrison proclaimed the first reserve, the Yellowstone Park Timber Land Reserve (now largely the Shoshone National Forest in Wyoming). Before his term expired in March of 1893, he set aside 15 forest reserves totaling 13,417,000 acres. The presidents that followed Harrison, namely, Grover Cleveland, William McKinley, Theodore Roosevelt, and William Howard Taft, set aside many million more acres of additional reserves in the western states so that by 1909, before the Forest Service initiated forest land purchases under the Weeks Law of 1911, there were 151 proclaimed national forests embracing 194,505,325 acres in 18 states and four territories. This acreage formed initial land base of the initial National Forest System.

B. Early Forest Reserves

By March 4, 1893, the end of his term as President, Benjamin Harrison had proclaimed 15 forest reserves totaling over 13 million acres. With the exception of Yellowstone and Grand Cañon, Harrison's forest reserves originated with petitions from local governments and individuals concerned with water supplies, erosion, and fire prevention. For example, the San Gabriel Forest Reserve protected water supplies for the Los Angeles basin and the Bull Run Forest Reserve guaranteed that the Bull Run watershed on the western slope of Mount Hood, would continue to provide clean water for the citizens of Portland, Oregon. President Grover Cleveland, in response to the recommendations made by the National Academy of Sciences' commission on forest reserves, proclaimed 13 new Forest Reserves on Washington's Birthday in 1897, thereby removing from the public domain 21 million acres of the American West. These "Washington Birthday Reserves" set off an avalanche of protest from western timber interests. 11 of these 13 new Forest Reserves were soon suspended by an Act of Congress on June 4, 1897 (30 Stat. 34) also known as the "Organic Act" which stated that the "lands embraced therein restored to the public domain the same as though said orders and proclamations had not been issued: Provided further, that lands embraced in such reservations not otherwise disposed of before March first, eighteen hundred and ninety-eight, shall again become subject of the operations of said orders and proclamations as now existing or hereafter modified by the President." [36]

From March 1898 to March 1903, 25 more forest reserves were proclaimed including reserves in Nebraska and one in the newly acquired Territory of Puerto Rico [37] in addition to the 11 "Washington Birthday Reserves" suspended by the 1897 law. Again, fire protection and conservation of water supplies formed the rationale for many of these new reserves in addition to the protection of the nation's timber resources. Also, existing reserves grew larger either through additions of new lands from the public domain or by the consolidation of smaller forests into larger ones. The one standout was the formation of the

[36] *The Statues at Large of the United States of America from March 1897 to March 1899...,*Volume 30, (Washington, D.C.: U.S. Government Printing Office, 1899), Page 34.

[37] King Alfonso XII of Spain created a 24,710-acre forest reserve on Crown lands in the Luquillo Mountains of Puerto Rico in 1876 by royal ordnance, one of the first reserves established in the Americas, which formed the land base for the proclaimed forest reserve of 1903. *Passing the Baton, from the Taínos to Tomorrow: Forest Conservation in Puerto Rico,* edited by Kathryn Robinson, Jerry Bauer, and Aeriel E. Lugo (Río Piedras: International Institute of Tropical Forestry, 2014). FS-862. p. 58.

Yellowstone Forest Reserve of May 22, 1902. On that date a proclamation changed the name of the reserve from Yellowstone Park Timber Land Reserve to simply Yellowstone Forest Reserve and added 25,000 acres of the public domain to the existing reserve. Early the next year, the separately proclaimed Teton and Absaroka Forest Reserves were added to the Yellowstone Forest Reserve along with a million more new acres from the public domain in Wyoming. Three more proclamations over the course of four years yielded a massive forest reserve of 8,317,880 acres spread out over three states and surrounding Yellowstone National Park. A similar growth pattern occurred during this period for the Bitter Root and the Lewis & Clarke Forest Reserves, growing to 4,552,880 acres and 5,541,180 acres respectively. Smaller forests continued to exist and to be established, but these massive and unwieldy forest reserves were destined to be reorganized into smaller more manageable units.

C. Gifford Pinchot's "Forest Arrangers"

In the first edition of Gifford Pinchot's "Use Book" of 1905, the Forester summarizes his view of how the forest reserves had been established in the times before the creation of the Bureau of Forestry within the Department of Agriculture in 1901:

> "The boundaries of the earlier reserves were not always carefully drawn. Reports and recommendations were submitted to the Secretary of the Interior, for recommendation to the President, by special commissions, municipal organizations, and officials of the General Land Office. They seldom resulted either in the inclusion of all suitable lands in a forest reserve or the exclusion of all lands unsuited for reserve purposes. Vigorous protests then arose from dissatisfied interests, and the original boundaries had to be changed, a process not yet complete."
>
> "In 1903 the need of better choice of reserve boundaries led to the establishment of a force of trained men devoted exclusively to this work, under a uniform and complete system of field study and report. The results were satisfactory, and the system remains in effect. Before any new forest reserve is created, or any change is made in the boundary of an existing reserve, a member of the Forest Service familiar with the work and with western conditions makes a careful investigation not only of the lands, but also of the interests involved. The claims of all industries and classes of residents are weighed, in order that no injustice may be done. The region is carefully mapped and photographed, and the boundary of the reserve is drawn to include only suitable reserve land. Possible agricultural areas are always excluded unless they are small and isolated." [38]

Before the Forest Reserves were transferred to the U.S. Department of Agriculture in 1905, Gifford Pinchot had obtained authority to gather and provide technical advice to the General Land Office, and under this authority organized a Boundary Division in the Bureau of Forestry under Frederick E. "Fritz" Olmsted. Elers Koch was one of a team of professional foresters Gifford Pinchot called his "Forest Arrangers" who traveled about the western states drawing boundaries on maps that enclosed proposed forest reserves. Koch would later write that,

"The best public forest lands were rapidly passing into the hands of the lumber companies through all the devices of the public land laws, homesteads, timber and stone claims, and script. There was no time to lose, and G.P. [Pinchot] was sending his young men to ride the forests and mountains of all parts of the West, from Canada to Mexico, to map and report on all the considerable bodies of forest land still remaining in public ownership." [39] In his book *Breaking New Ground*, Pinchot stated that, "In 1903 and 1904 we had as many as fifteen boundary men in the field…all of them exceptionally good. As a result of their work and that of their successors, and of course of T.R.'s [President Roosevelt] backing, between 1903 and 1909 the area within Forest Reserve boundaries increased from 62,354,965 acres to 194,505,325. The greatest increase in any one year came in 1907." [40]

In 1903, Koch was sent to examine the forests of the Mount Shasta region in Northern California. He described his fieldwork in this way:

> "I doubt if there has ever been such a wonderful job in the world as the early day forest boundary work. One was given a state map of say California or Montana or Wyoming, with an area of a few million acres

[38] U.S. Dept. of Agriculture, Forest Service, *The Use of the National Forest Reserves: Regulations and Instructions,* (Washington: Secretary of Agriculture, 1905), p. 96-97.
[39] Elers Koch, *Forty Years a Forester, 1903-1943,* (Missoula: Mountain Press Publishing Co., 1998), p. 43.
[40] Gifford Pinchot, *Breaking New Ground,* (Washington: Island Press, 1998), p. 252. Forest acreages reported by Pinchot here represent total acreage that included many acres of private lands within national forest boundaries.

> roughly blocked out in green. One proceeded to the nearest point by rail, and then rode all summer, seeing thrilling new wild country every day, sometimes with a pack outfit and packer, more often riding alone, stopping where night overtook one at small towns, ranches, sheep camps, or mines, or sleeping out if necessary. There was no great amount of burdensome detail; the country was mapped by traverse and from high points, sketching in the various timber types, grassland, barren, and brush. We figured on covering half a township to a township a day [18 to 36 square miles], and that is a lot of country. At the end of the field season we returned to Washington and took up desks in a big room in the Atlantic Building to prepare our reports and maps and draw in the boundaries for the new reserves. As fast as completed, proclamations were drawn and dispatched to President Roosevelt, who signed them, and thus added another million or two acres to the growing forest reserves." [41]

After his field season had ended, Koch wrote about the Forest Service work he performed in Washington during the late fall and early winter: "Base maps were drafted from all available data, the forest types colored in with crayons,[42] and a detailed report made for each township. The final process was to outline the boundaries of the new reserve and give it a name…When the new proclamation for the Shasta Forest Reserve came back from the White House, freshly signed by President Roosevelt, with the boundaries just as I had drawn them on my maps, I felt as though I had given birth to a new baby." [43] Koch's "baby" came into the world nearly two years after he completed his fieldwork on October 3, 1905 at 1,377,126 acres.

Not all areas investigated by Pinchot's "young men" became forest reserves as in the example found in Montana's Bear Paw Mountains. After examining the area in townships 26-29 N., and ranges. 14-18 E. (Montana Principal Meridian), it was determined that far too much land had, by 1904, been transferred into private hands or alienated from federal government ownership to warrant a forest reserve being established in Bear Paw Mountains.

With the passage of the Fulton Amendment (introduced by Senator Charles W. Fulton of Oregon) that had been attached to the Department of Agriculture appropriation act on February 25, 1907 (34 Stat. 1269), Congress prohibited establishing new national forests or adding lands to existing national forests from the public domain by presidential order or by proclamation in the states of Colorado, Idaho, Montana, Oregon, Washington, and Wyoming. However, President Theodore Roosevelt had until March 4th to sign the bill giving him and the Forest Service time to react to the prohibition on expanding the National Forest System in these six western states. Describing what would become known as the "Midnight Reserves," Gifford Pinchot's would later write of these days before the Fulton Amendment took effect in his book, *Breaking New Ground:*

> "At once I saw T.R. and got his enthusiastic consent to our plan. Thereupon we set every available man at work drawing proclamations for National Forests in those six states. We knew precisely what we wanted. Our field force had already gathered practically all the facts. Speedily it supplied the rest. Our office force worked straight through, some of them for thirty-six hours and even forty-eight hours on end to finish the job. As usual our people were superb.
>
> "As the Proclamations were completed, I took them over to the White House. T.R. signed them and sent them to the State Department for safekeeping. And when the job was done, some sixteen million acres, or more than there are in any one of half a dozen states, were rescued from passing into the hands of private corporations. Then, and not until then, did T.R. sign the Agriculture Bill." [44]

President Theodore Roosevelt signed 30 proclamations dated March 1 and March 2, 1907, that added sixteen million acres of public land to the National Forest System. 11 proclamations established the same number of new national forests such as the Colville National Forest in Washington State, while the 19 other proclamations added acreage from the public domain to national forests that had been previously proclaimed. The bold move earned the Forest Service even more enemies in Congress particularly among those from the west. From then on, in Pinchot's words, "Quite literally, the Service had to fight for its life." With the President's backing and, again in Pinchot's words, "…the men [in the House and Senate] who were free from the pressure of Western Interests, men from states that contained no National Forests, who saved our bacon." [45]

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[41] *Op. sit.* Koch, p. 43.

[42] Koch describes making the "Type and Title" maps as described in the essay, "The Mapping of Our National Forests," found in the "Learning Library" on this website.

[43] *Op. cit*. Koch, p. 50-51.

[44] *Op. cit.* Pinchot, p. 300. It was standard procedure at this time to send all Presidential Proclamations, not just those affecting the National Forest System, to the State Department for recording and promulgation.

[45] *Op. cit.* Pinchot, p. 301.

In order to follow the law, when new national forests were named after 1907, for instance, the Beartooth National Forest in Montana (established 1908), the origin of the lands that made up the newly named national forest had to be clearly stated in the Proclamation or Executive Order. In the Beartooth example, the new forest was created from lands of the former Yellowstone and Pryor Mountains National Forests, reserved well before the 1907 Fulton Amendment. Proclamations after 1907 affecting the six states covered by the amendment usually included these words, "It is not intended by this proclamation to reserve any land not heretofore embraced in a National Forest…" Also because of the Fulton Amendment, whenever new lands were added to the national forests in any of the six western states, it was by Public Law, that is, an Act of Congress, not by presidential action, or other purely administrative rule, although lands could be temporarily removed from entry by a presidential action under the authority of other federal laws. The prohibitions of the Fulton Amendment were extended to the national forests of California in 1912 and to those in Arizona and New Mexico in 1926.

D. The Remarkable Reorganization of 1907/1909

Much attention has been given to the struggle between the Congress and the Executive Branch before and after the President's "Midnight Reserves" of March 1907 and the resulting reaction by Congress expressed in the restrictive Fulton Amendment. Much less discussion has been given to the veritable tidal wave of system-wide reorganization activity by the Forest Service following the Midnight Reserves controversy beginning on March 16, 1907, until the expiration of Theodore Roosevelt's term as president in March of 1909. After the Fulton Amendment, the task of reorganizing the national forests with an eye towards effective administration began.[46] Large forests were broken apart into several new ones, or smaller areas combined to form larger national forests. Evidence of this system-wide effort to reorganize the national forests for better administration can be found in the Northern District with the breakup of the massive 5.541 million-acre Lewis & Clarke National Forest into two new national forests and contributing large tracts of land to two existing forests. In the opposite direction, the establishment of the Sioux National Forest was made possible by combining five small national forests in two states into one.

An announcement from the Forest Service's Office of Organization (Clyde Leavitt, Chief) in the June 1908 issue of the agency's monthly *Field Program* described the "Redistricting of National Forests:"

> "The general plan of redistricting the National Forests will be put into effect July 1. The object of this plan is to equalize the size of administrative units and to rearrange their boundaries in such a manner as best to promote an efficient administration. In some cases several Forests or divisions of Forests will be consolidated under a single name. In others, rearrangement of administrative boundaries will be made, rendering necessary the transfer of records and men from one supervisor to another. In cases where a transfer of records and men is involved supervisors who have not already done so are urged to submit, at the earliest possible date, statements requested in instructions issued under date of May 2 and May 16. Prompt action is required, that the plan be put into effect July 1.
>
> "Under the new plan divides and streams will, in a number of cases, become administrative boundaries, and, in such cases, will be shown on the diagrams which are to accompany the Executive Orders establishing the new Forests. It should be clearly understood, however, in all such cases the administrative boundaries will as shown on the diagrams be merely presumptive and will in reality follow the actual divides, or streams, regardless of whether their locations are accurately shown on the diagrams or not. Blueprints and photolithographs showing these boundaries will be furnished before July 1. Printed copies of the Executive Orders will not be available until after July 1." [47]

For nearly two years a blizzard of Proclamations and Executive Orders blew forth from the White House affecting the names and boundaries of national forests everywhere. The paper storm of 103 Proclamations and 95 Executive Orders established 23 new forests, added land to 57 existing forests in those states not named by the Fulton Amendment, eliminated lands in 21 others, changed names, re-drew boundaries, combined forests, and eliminated one forest and its reserved lands altogether. Previously, President Roosevelt had used the proclamation as the preferred method to establish new forests and to add or eliminate lands in existing ones as the 1891 law allowed, while the executive order was rarely used and usually for only minor issues, such as granting a right of way for a railroad or deleting small land parcels. However, during the last two years of his administration, President Roosevelt now issued scores of executive orders in the redistricting effort. Executive Order 908 alone reorganized or changed the name of 79 National Forests. Many of the executive orders were not accompanied by map diagrams, including Executive Order 908.

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[46] The Forest Service called their reorganization efforts from 1907 to 1909 "Redistricting."
[47] U.S. Forest Service, *Field Program for June 1908.* (Washington, D.C.: Forest Service, issued June 1, 1908), page 22.

In a large sense, Presidential proclamations are official public announcements that are most often, but not necessarily, based on laws passed by Congress giving the President the authority to act alone. Executive orders, by contrast, are directed towards federal agencies addressing how they are to conduct the government's business. During this time, the proclamation continued to be used for adding lands to existing national forests and to establish new forests in states not covered by the Fulton Amendment, but the executive order became the legal vehicle for the redistricting effort. President Roosevelt issued nearly 200 proclamations and executive orders affecting the national forests over this two-year period, an episode in the history of the National Forest System that would never again be equaled.

IV. Promoting the Public Good and for the Economy of Administration: The Custodial Management Period, 1910-1941

After 1909 and the departure of Gifford Pinchot as Chief, the Forest Service transitioned from its early period of actively establishing the land base and the broad policies of the National Forest System to a period of adjusting forest boundaries to meet its public policy objectives and to improve administrative efficiency. The beginning sentences of the many proclamations and executive orders concerning the national forests issued by the President during this period reflect this transition by stating that that the orders were being issued because "…it appears that the public good will be promoted…" or for "…the economy of administration..." The massive reorganization effort of 1907-1909 had, with broad strokes, produced forests that were more manageable in size with boundaries more in keeping with their political and topographical features. Afterwards, national forests demanded a multitude of smaller actions to further correct the boundaries, in Pinchot's words, that "were not always carefully drawn," [48] and to meet the policy goals set by the Congress. Increased activity on some forests led to a few being divided into two, such as in the cases of the Tusayan in Arizona and the Eldorado in California. These two new national forests had been created from lands formerly parts of the Coconino and Tahoe National Forests respectively, in 1910. On the other hand, because of the small and widely dispersed nature of the Ocala and Choctawhatchee Forests in Florida and the Michigan and Marquette Forests in Michigan, these forests were merged and administered as single units under the names of the Florida National Forest in 1911 and the Michigan National Forest in 1909. Additionally, several states had legitimate claims on federal lands that needed to be addressed. Over the next thirty years and beyond, the Forest Service acted to correct the rough beginnings of national forest boundaries, actions that are to be found within the administrative histories of each national forest, organized by Forest Service Region elsewhere on this website.

In 1909, forestland owned by the federal government reached a high of 172,230,000 acres with over 22 million acres of private lands within the boundaries of the national forests. For ten years after that high point, federally owned national forest acreage decreased each year to a low point in 1919 of 153,933,460 acres, largely because of the sustained work of land classification carried out by the Forest Service and the resulting elimination of lands better suited for purposes other than forestry. As the Forester, Robert Graves wrote in his annual report for fiscal year 1918, "The land classification idea lay behind the establishment of the Forests, but at first it had to be applied in a rough and ready way. The forested public lands were passing rapidly into private ownership, and there was no time for a refined classification. Hence the first decade of the twentieth century was the period of rapid area expansion, while close to another decade has been given to restudying the lands in order to determine just how much should be permanently held." [49] Overall federal forest acreage declined even as land purchases in the east under the Weeks Law continued to add more acreage to the national forests at a steady rate.

A. Boundary Adjustments

The national forest boundary situation of 1910 as it appeared to Forester Robert Graves, Pinchot's successor, was a result of the way in which the forest reserves were first proclaimed. Boundaries of the forest reserves, like those of the early national parks were, for the most part, squares or rectangles based on the public land grid and described accordingly in township, range and section numbers in proclamations, just as they were in the texts of public laws establishing the early national parks (see Figure 1, Page 5). However, in many instances, the public land grid had not yet been fully surveyed and platted in these remote forest highlands, only "projected" in most cases. When actually surveyed by the General Land Office, there would inevitably be land clearly unsuitable for the purposes of forestry included within the national forests and productive forestland found just outside the boundary lines. Boundaries would have to be adjusted to make up for this shortcoming. Also, initial

[48] U.S. Dept. of Agriculture, Forest Service, *The Use of the National Forest Reserves: Regulations and Instructions,* (Washington: Secretary of Agriculture, 1905), p. 96.
[49] Henry S. Graves, *Report of the Forester, 1918,* (Washington: Government Printing Office, 1918), p. 6.

boundaries were not drawn with actual administrative purposes in mind, and in many instances, completely ignored topography. The objective of establishing the early forest reserves was first to prevent forested areas from becoming alienated, that is, to pass from federal government ownership to private ownership during the time referred to as the "Great Crusade." [50] Thus, many large rectilinear forest reserves crossed several high drainage divides making effective administration and travel difficult. Early reserves included lands in two and sometimes three states, such as the Priest Lake Forest Reserve, and passed their interstate characteristic on to their successor forests. While not every multi-state national forest became a one-state forest, there was a decided move in that direction. The reasons often cited were to simplify relations with the several states in terms of records, laws and regulations, accounts, and payments to counties, in short, for the efficiency of administration. Adjusting boundaries to better suit administrative realities, consolidate federal ownership within forest boundaries through exchange, and resolve state claims for their school sections within national forests were system-wide goals of the Forest Service as the bureau sought to emerge from its formative period.

The reorganization of 1907-1909 under the Roosevelt-Pinchot administration placed forest boundaries on a more sustainable basis. The massive national forests of the Northern Rocky Mountains in District 1, the Lewis and Clarke, Bitter Root, and Yellowstone, were divided during the summer of 1908 into smaller more manageable forests with boundaries redrawn along drainage basin divides. The Forest Service made divisions of large national forests into smaller more manageable units in other districts as well. District 6 broke apart the Blue Mountains National Forest of Oregon into four new national forests, the Washington National Forest in Washington State became the source for three new national forests, and the Cascade National Forest occupying the entire Cascade Range in Oregon was transformed into four national forests and permanently moved the Umpqua National Forest from the Oregon coast into the Cascade Range. In District 5, the massive Sierra National Forest survived the reorganization as a much smaller national forest after the majority of its lands were transferred to the Inyo, Mono, and Stanislaus National Forests while its entire southern half became the new Sequoia National Forest. In every case, these actions created smaller, more manageable forests and were made in all six districts of the Forest Service.

In addition to the effort to re-size national forests into more manageable units, there was the parallel effort to draw boundaries more in harmony with existing topography. In June of 1911, President Taft issued several proclamations reorganizing the boundaries of the Idaho forests in District One. At 2.688 million acres, the large Clearwater National Forest and its neighbor, the Coeur d'Alene to its north, were reorganized largely along drainage basin boundaries. The area once covered by these two forests now became four with the creation of the new St. Joe and the Selway National Forests. The Elkhorn Mountains, once home to the Elkhorn Forest Reserve, which was absorbed by the Helena National Forest in 1908, had the portion of the mountain area drained by the Elkhorn Creek in the southwest transferred to the Deerlodge National Forest in December of 1931. In all Districts, Forest Service launched similar efforts to redraw boundaries between the national forests more in harmony with the topography for more efficient administration.

B. Land Classification and Eliminations

As Henry Graves wrote in the Forest Service's Annual Report for 1910, "The mapping and other work necessary of the National Forest boundaries will be completed, and recommendations made of the additional boundary changes necessary to complete the elimination of lands not chiefly valuable for forest purposes, and, so far as is possible under the law, the inclusion of outside lands which are chiefly valuable for those purposes." [51] The first priority given by the Forest Service was to identify and eliminate lands within the national forests more suitable for agriculture, in keeping with the Forest Homestead Act of 1906 (Public Law 59-220, 34 Stat. 233). In this law, Congress recognized, that the "public good" would be promoted by making more agricultural land available for the settler. In his early Annual Reports, Forester Graves requested that Congress make funds available to the Forest Service to survey and classify lands not suitable for forestry purposes. In 1912, his agency obtained the funds and continued to receive appropriations for forest classification for several years. The Appropriations Act for the Department of Agriculture for the Fiscal Year Ending June 30, 1913 dated August 10, 1912 as Public Law 62-251 (37 Stat. 269, specifically 287) stated that the "Secretary of Agriculture is hereby directed and required to select, classify, and segregate, as soon as practicable, all lands within the boundaries of the national forests that may be opened to settlement and entry under the homestead laws applicable to the national forests, the sum of $25,000 is hereby appropriated." The next year, the amount was increased to $100,000. By 1919 reclassification had returned nearly 14 million acres of national forest land to the public domain, of which a total of approximately 1.8 million acres were patented under the Forest Homestead Act of June 11, 1906. Part of the nearly 14 million acres eliminated were 5.8 million acres from the Chugach National Forest which embraced lands of low value for any purpose other than mining (Proclamation 1307, (39 Stat. 1740), August 2, 1915). "After nine years of steady sifting to separate from the Forest such lands as should not be

[50] William B. Greeley, *Forests and Men.* (Garden City, New York: Doubleday & Co, 1951), Chapter V "The Great Crusade," p. 64-86.
[51] Henry S. Graves, *Report of the Forester for 1910,* Washington: Government Printing Office, 1910), p. 61.

permanently retained in public ownership," wrote Graves in October 1918, "the task has, except in Alaska, been brought substantially to completion. The existing Forests are approaching stability." [52]

C. State School Lands

In addition to the need to eliminate lands from the national forests better suited for other purposes there was also the need to compensate the states for their school sections located within the national forests. Most western states received two square miles, or two sections in each Township, usually Sections 16 and 36, from the federal government upon their entry into the union for the support of public schools. New Mexico and Arizona were given four sections when they both joined the union in 1912 and the Territory of Alaska was allowed to select 100 million acres of public land under the "Alaska Statehood Act" of 1958. Normally, the state would then either sell or manage these lands to finance public school construction and maintenance. When railroad or wagon road land grants were made by the federal government, or when reservations for Native Americans or forest reserves were created, state school sections located within these areas could not be sold or managed by the states. "The first response to this situation was exchanging individual state school sections for unclaimed sections of the public domain by the issuance of "Script." However, this presented excellent opportunities for land fraud. The second strategy was to exchange all of the school sections on federal reserves for other land of equal value in a continuous tract." [53] An examination of all unsurveyed school sections within the national forests of Idaho was begun in compliance with an agreement of October 4, 1911, between the State of Idaho and the Department of Agriculture. In exchange for the State to relinquish its claim to the unsurveyed school sections within the several national forests, Idaho would be allowed to select lands in lieu of its school sections in one or more areas lying along and within the boundaries of the national forests of equivalent acreage. [54] When the examination had been concluded, President Taft issued Proclamation 1235 on March 3, 1913 that allowed the State of Idaho to select 193,039 acres of timbered land from within the Kaniksu, Pend Oreille (District 1), and Payette (District 4) National Forests, lands that are detailed in the Proclamation itself. This action became the foundation for Idaho's Priest Lake State Forest, 98% of which is still managed for the benefit of the state's public schools by the Idaho Department of Lands. The state was also allowed to select 355,118 acres of public land outside the national forests, but in close proximity to the Caribou National Forest [55] in Bannock, Bingham, and Bonneville counties. In the same process for Idaho, President Taft issued his proclamation 1198 (37 Stat. 1743) on October 4, 1912, which amended his proclamation 1143 of June 29, 1911 (37 Stat. 1697) creating the St. Joe National Forest to allow the state of Idaho to select lands within the boundaries of the St. Joe to compensate for the state's school sections located within the boundaries of this national forest.

An agreement was reached with the state of Montana on December 23, 1912 on the fate of that state's school sections. Land classification for the purpose of exchange was, in the words of the Forester, "vigorously prosecuted" by Forest Service surveyors. Also facilitating land exchanges in District One forests was Proclamation 1181 of February 15, 1912 (37 Stat. 1729) which allowed the state of South Dakota to select lands within the boundaries of the Black Hills, Harney (District 2) and Sioux (District 1) National Forests to satisfy its common school grant of two sections of land per township. These lands were selected by the state and deleted over time. Land exchanges between the states and the Forest Service benefitted both, said Robert Graves in 1912:

Forester Graves wrote in his annual report for fiscal year 1912:

> "The advantages of such exchanges of land both to the States or individuals and to the Forest Service scarcely need pointing out. The States will in each case secure valuable areas of land in compact form in lieu of scattered sections. This will enable them to secure greater revenue from the areas both by State management of the timbered lands and by more advantageous leases of the grazing areas. The Forest Service benefits from such exchanges principally because it is advantageous from an administrative standpoint to have the national forest units as solid as possible." [56]

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[52] Henry S. Graves, *Report of the Forester, 1918,* (Washington: Government Printing Office, 1918), p. 5-6.
[53] Ward Tonsfeldt, *Celebrating the Siuslaw: A Century of Growth,* (Washington: Government Printing Office, 2010), p. 59.
[54] Henry S. Graves, *Report of the Forester, 1912,* (Washington: Government Printing Office, 1912), p. 16-17.
[55] See both the text of Proclamation 1235 (37 Stat.1777) and Henry S. Graves, *Report of the Forester* [1913], (Washington: Government Printing Office, 1913), p. 45. Also *Report of the Forester* [1916], p. 6.
[56] Henry S. Graves, *Report of the Forester, 1912,* (Washington: Government Printing Office, 1912), p. 16.

D. Transfer (1909) and Restoration (1912) of Forested Indian Reservation Lands

The Southwestern Region (Region 3) and the Pacific Southwest Region (formerly the California Region, Region 5) share an episode in the administrative history of the national forest found in no other regions of the Forest Service: the transfer in 1909 of thousands of acres of Indian Reservation land and their addition to adjoining national forests for administration and the subsequent restoration of those lands to their Indian Reservations of origin three years later.

During the formative years of federal forestry, it was the policy of the federal government to assimilate Native Americans into American society and its corollary, the breakdown of Indian tribal identity by the transformation of tribal assets into individual assets and the subsequent termination of the reservations. The centerpiece of this policy was the General Allotment Act of 1887, also known as the Dawes Severalty Act, whereby parcels of land were allotted to individual tribal members to afford a sense of private property ownership. Once all Indians residing on a reservation had been given allotments, the remaining land would be declared surplus and made available to non-Indians for land entry or purchase. The Roosevelt administration continued the allotment program, but the President and Gifford Pinchot were fearful that when lands were declared surplus there would be no stopping timber companies from taking up and exploiting the forested parts of the surplus reservation lands, and then forsake conservation principles. There would be no incentive for the non-Indian owners to re-plant the forest after harvesting or to manage the lands for the long term. To avoid the possibility that this rapacious behavior and despoliation of former Indian Reservation forests, a sequence of events that had so often taken place in the west on the public lands by private interests, Pinchot wanted these forested lands transferred to the Forest Service for management so they could be managed according to the principles of sustained yield and watershed protection.

President Roosevelt and his close conservation allies, such as Pinchot and Secretary of the Interior James Garfield, believed that Roosevelt's successor, William Howard Taft would not be as friendly to the conservation cause, and in the remaining weeks of his administration Roosevelt directed that Pinchot and his Interior Secretary draft proclamations with accompanying maps that would add more public land to the National Forest System before he left office on the 4th of March, 1909. On March 2, 1909, Roosevelt signed thirteen proclamations that added some 16 million acres to the national forests in California, Arizona, and New Mexico, states not subject to the Fulton Amendment of 1907. Included in these thirteen proclamations were seven affecting forested portions of existing Indian Reservations.[57] These seven proclamations transferred Indian lands to their neighboring national forests of the Southwest (District 3) and Pacific Southwest Regions (District 5).

Each of the proclamations conveying forested Indian Reservation lands carried the same terms. Each declared that for a period of twenty-five years, the forested Indian Reservation land transferred to the U.S. Forest Service by the proclamation, would continue to be managed by the Secretary of the Interior and the Commissioner of Indian Affairs for the benefit of and free use by individual Indians of timber and stone found on the lands, for grazing stock, and for other domestic uses. Allotments would also continue unimpaired. For the same period, Indian tribes would continue to keep the income from the leasing of grazing privileges and the disposal of dead and down timber, but under the rules and regulations established for such activities by the Secretary of Agriculture. After the twenty-five-year period, all lands transferred by the proclamation and not allotted to individual Indians would become permanent parts of the national forest and subject to all the laws and regulations governing the national forests.

All of these proclamations were in place when President Taft entered office and named as his Secretary of the Interior, Richard A. Ballinger. With the Ballinger appointment, the friendly and cooperative relationship that Pinchot enjoyed with the Interior Department ended abruptly and soon the fears that Pinchot, the outgoing Interior Secretary, James Garfield and President Roosevelt felt after the election of 1908 became a reality. In the summer of 1909, Ballinger cancelled the cooperative agreement between the Agriculture and Interior Departments on land management and Pinchot and Ballinger fought over public land withdrawals for ranger stations and water-power sites. The conflict rose to national attention in the fall of 1909

[57] All dated March 2, 1909, these were:
Proclamation 859 transferring lands of the White Mountain Apache Reservation to the Sitgreaves National Forest, in Arizona;
Proclamation 862 transferring lands of the Mescalero Apache Reservation to the Alamo National Forest in New Mexico;
Proclamation 863 transferring lands of the Jicarilla Apache Reservation to the Carson National Forest In New Mexico;
Proclamation 864 transferring lands of the Zuni and Navajo Reservations to the Zuni National Forest in New Mexico;
Proclamation 865 transferring lands of the Hoopa Valley Reservation to the Trinity National Forest in California;
Proclamation 866 transferring lands of the White Mountain Apache Reservation to the Apache National Forest, in Arizona;
Proclamation 871 transferring lands of the Tule River Indian Reservation to the Sequoia National Forest in California.

when Pinchot pointed to thirty-three coal claims in Alaska as being suspicious if not invalid. President Taft soon dismissed Pinchot for insubordination.

A joint investigative committee of the Congress held hearings on the coal claims and the Ballinger-Pinchot controversy. These hearings also covered the management of Indian timberlands by the Department of the Interior. The committee cleared Ballinger on the Alaska coal claims on a partisan vote and the findings from the testimony on Indian forests were inconclusive. But the "Ballinger Affair" strained relations between the Forest Service and the Interior Department for many years thereafter.

A major land use policy change grew indirectly out of the Ballinger Affair hearings. Congress passed Public Law 61-313 on June 25, 1910 (36 Stat. 857, Section 7) authorizing the selling of living and down timber on Indian Reservations under the regulations issued by the Secretary of the Interior and not the U.S. Forest Service. The Commissioner of Indian Affairs created a Branch of Forestry within the Indian Service to manage the Indians' forests later that year. Forested Indian lands would be forever separated from the national forests and would be managed for the benefit of the Indians themselves. But this new path conflicted with the overall national Indian policy of allotments and phasing out of Indian Reservations. Now, the federal government would hold Indian timberlands for Indians as a trustee and manage the lands for the benefit of the Indian nations and not for the public at large. Furthermore, once the allotment process was complete, these lands would not be turned over for sale or entry as had been the previous policy.

With this new direction for Indian Reservation forests, questions arose. Could the seven proclamations transferring Indian forests that Theodore Roosevelt signed on March 2, 1909 still stand? Could the forested lands not allotted to individual Native Americans be ultimately transferred via the seven Presidential Proclamations to the U.S. Forest Service on March 2, 1934, twenty-five years after the effective date of the proclamations? With the federal government now in the role of trustee for the Indian forests, President Taft did not believe that they could be transferred to federal ownership by presidential proclamation without due compensation. To meet its trustee responsibilities as assigned to the Department of the Interior by the Congress to manage Indian forest lands, Taft restored the lands to the seven affected Indian Reservations in a series of eight Executive Orders, numbers 1475 to 1482, all dated February 17, 1912 and effective March 1, 1912 overturning Roosevelt's proclamations. These lands described by Roosevelt's seven 1909 proclamations remain in tribal ownership and management to this day.

E. Land Exchanges

Land exchanges for the purposes of consolidating land ownership within the national forests, be it with the states, private timber or land companies, or individuals was avidly pursued by the Forest Service system-wide, and fulfilled both the overriding concern of the Forest Service to serve the public good and for the economy of administration. And what began as an effort to compensate states for their school sections led to a comprehensive effort to consolidate land ownership within the boundaries of the national forests. After several years in the making, with Forester Greeley providing his strong and consistent support, Congress passed "An Act To consolidate national forest lands" on March 20, 1922 (Public Law 67-173, 42 Stat. 465) authorizing the Secretary of Agriculture to exchange land within the exterior boundaries of national forests for private land of equal value or with timber of equal value with all types of land-owners.[58]

Before this 1922 law passed which applied to all national forest lands, Congress had authorized the Forest Service to exchange lands on a forest-by-forest or state-by-state. One such early law established an exchange program in the State of Michigan to consolidate land ownership within the highly unconsolidated and scattered national forest lands in the state.[59]

Forester Henry Graves explained exchanges in 1918:

> "Exchanges of land are primarily for the purpose of consolidating the holdings of the Government. They can be made only as authorized by specific acts of Congress. Hitherto exchanges have been principally for State school lands. The first exchanges made were on the basis of equal area and value [Note: an example would be the June 24, 1914 exchange law for the Ochoco National Forest Public Law 63-117, 38 Stat. 387]. Subsequently exchanges were provided for on a basis solely of equal value. Such exchanges as a rule result in an increase of acreage. Finally, the act authorizing exchanges on the Whitman Forest [Public Law 64-284, September 8, 1916, 39 Stat. 852] has provided for obtaining title to private lands whose owners take in return for the lands surrendered an equal value of National Forest timber. As the exchange

[54] For a broader discussion, see, Harold K. Steen, *The U.S. Forest Service: A History,* Centennial Ed. (Seattle: Forest History Society in association with the University of Washington Press, 2004), p. 147.
[59] Public Law 62-247 (37 Statutes, page 241) of July 31, 1912.

policy embodied in legislation is more widely applied considerable increases of the National Forest area from this source are probable." [60]

Forester William B. Greely in his 1922 annual report noted the importance of the 1922 exchange law:

> "One of the most significant events in the history of the national forest movement occurred on March 20, 1922, when the President signed the bill authorizing the exchange of privately-owned forest lands within any national forest for Government owned land or stumpage within any national forest in the same State. No other forest legislation passed in recent years will have so far-reaching an influence for the betterment and extension of the public forest properties. Under its terms, private owners who could not handle their holdings advantageously either independently of the national forests or under correlated use can offer them in exchange for lands or stumpage of equal value and better located for their purposes; while the public can obtain lands suitable for permanent forestry without drain upon the Public Treasury." [61]

This 1922 law applied only to those lands within the external boundaries of the national forests. This was expanded to cover an area of up to six miles outside the boundaries for Montana national forests by the "Act for the exchange of lands adjacent to the national forests of Montana" dated January 30, 1929 (Public Law 70-694 (45 Stat. 1145). There were some 24 million acres of private land enclosed within national forest boundaries in 1920. By 1950, William B. Greeley wrote that "Five million, six hundred and ninety-seven thousand acres have been acquired by trading public land and timber for state or private woodlands." [62]

The following table, with source data from the annual reports of the Forest Service, conveys an idea of the number of exchange transactions and acreages involved in selected fiscal years in the national forest system. The Forest Service acquired only forested or cut-over acreage while private landowners acquired Forest Service owned lands and/or the right to cut federal timber in exchange for their private lands of equal value. The exchange law of 1922 and its amendments authorized the Forest Service, the Secretary of Agriculture's representative, to conduct land exchanges on its own and therefore, without the need to issue formal proclamations or orders adding or deleting lands so exchanged. Thus, land exchanges do not appear in the administrative histories of each forest found in the Regional Chapters elsewhere on this website.

Fiscal Year	Number Transactions	Acreage Acquired by Forest Service	Acreage Released in Exchange & in	Stumpage (Board Feet or Value)
1927	68	65,582	23,768	$86,041.00
1932	112	190,259	41,953	113,438,000 board ft.
1937	81	150,036	31,449	119,694,000 board ft.
1941	174	290,112	50,176	444,417,000 board ft.
1947	114	459,929	149,240	598,000,000 board ft.
1952	175	85,970	23,238	63,033,000 board ft.
1957	77	82,442	33,223	No stumpage exchanged
1962	91	53,320	40,890	3,345,000 board ft.
1967	155	83,813	81,550	No stumpage exchanged

Table 1: Number of land exchange transactions, 1927 – 1967 at five-year intervals

[60] William B. Greely, *Report of the Forester, 1918,* (Washington: Government Printing Office, 1918), p. 9.
[61] William B. Greely, *Report of the Forester, 1922,* (Washington: Government Printing Office, 1922), p. 13-14.
[62] William B. Greeley, *Forests and Men.* (Garden City, New York: Doubleday & Co., 1951), p. 195, and, William B. Greeley, *Report of the Forester, 1920,* (Washington: Government Printing Office, 1920), p. 7.

F. Land Transfers to the National Parks

The administrative histories for the national forests during this time period bear witness to national policy issues and concerns of the day, such as recreation and the future of the national parks. Congress continued to establish national parks, many at the expense of the national forests after the creation of the first national park, Yellowstone, in 1872. The Blackfeet National Forest in Montana was reduced by almost half of its original size on May 11, 1910 under Public Law 61-171 (36 Stat. 354) when 915,000 acres, or its entire eastern half straddling the continental divide, was transferred to establish Glacier National Park. A rivalry of sorts between the Forest Service and the National Park Service soon developed after the latter's agency's establishment in 1916. Concerns over outdoor recreation and how much national forest land should be transferred to augment the national park system arose. Large losses of Forest Service land had occurred in 1915 with the creation of the Rocky Mountain National Park in Colorado and the transfer of the Grand Canyon National Monument from the Forest Service to the National Park Service in 1919, the year the Grand Canyon was designated by Congress as a National Park. Harold K. Steen wrote that Forester Greeley and Stephen T. Mather, Director of the National Park Service met in 1920 and agreed to "examine those portions of national forests under consideration for national parks. Only national forest land "where the dominant resource consists of scenic features of such a character as to have national importance" would be converted to parks. The two bureau chiefs further agreed that "areas whose dominate resources are economic or whose scenic and recreation features are not of outstanding importance should remain national forests." [63] The administrative histories found in the Regional Chapters of those national forests adjacent to national parks will show land exchanges between the Park Service and the Forest Service that led to better more efficient management for both agencies.

There were other actions and events that supported the national parks at the expense of the national forests. To assist the Oregon Short Line (Union Pacific Railroad) in developing West Yellowstone, Montana into a tourist destination, Congress passed legislation in 1919 (Public Law 65-255. 40 Stat. 1152) that allowed the railroad to purchase land from the Madison (now Gallatin) National Forest for the construction of a hotel, station grounds, and terminal facilities in the town. In addition, the law required that the hotel operate under the rules and regulations as the Secretary of the Interior may prescribe consistent with other hotels within Yellowstone National Park. On June 10, 1933, Park Service Director Horace Albright engineered a tremendous expansion of the national park system adding historic sites, national battlefields, and national monuments to the system of national parks. Section 2 of President Franklin Roosevelt's Executive Order No. 6166 placed all existing national monuments under the jurisdiction of the Park Service, thus transferring many national monuments out of Forest Service hands. For all regions of the Forest Service, Executive Order 6166 meant the transfer of several large areas that had, up to that time, been very well managed by the Forest Service, such as the Bandelier National Monument in New Mexico, and Lava Beds National Monument in California, to name only a few. It was not until December of 1980, after the passage of the Alaska National Interest Lands Conservation Act (Public Law 96-487, 94 Stat. 2371), when the Forest Service would once again manage National Monuments. [64] ANILCA established the Admiralty Island and the Misty Fiords National Monuments on the Tongass National Forest and put the Forest Service in charge of their administration. President Jimmy Carter previously proclaimed these two Alaskan National Monuments on December 1, 1978 (Proclamation No. 4611 (93 Stat. 1446) and Proclamation 4623 (93 Stat. 1466) respectively, but President Carter's proclamations were silent on which agency would manage them.

G. Additions by Congressional Act

With an increasing public acceptance of the national forest idea and with opposition in retreat, Congress showed its willingness to add lands to the national forests through legislation. This was a legal necessity for many western states since the Fulton Amendment of 1907 precluded the addition of public land to the national forests solely by presidential action. In the administrative histories of the national forests, there are several public law references that added lands by the Congress. One very striking example occurred on the Nezperce National Forest in Idaho. As established in 1908 from lands formerly administered by the Bitter Root Forest Reserve, there were two large square areas excluded from the reserve: one of 64 sections surrounding the promontory of Buffalo Hump and another of 36 sections surrounding the community of Elk City. Both these square areas enclosed productive gold mining areas overlain with hundreds of mining claims. Since the public land grid had not yet been surveyed for these remote areas, the proclamation of 1897 establishing the Bitter Root Forest Reserve, the predecessor of the Nezperce National Forest, simply projected the best square outlines encompassing the mining areas and

[63] *Op. Sit.,* Steen, p. 157.

[64] For a more complete examination, see Williams, Gerald W. *National Monuments and the Forest Service,* found on the National Park Service's Park History web site: https://www.nps.gov/parkhistory/online_books/fs/monuments.htm

kept them out of the reserve. The Buffalo Hump mining district turned out to be a rather small strike and was soon largely abandoned while the Elk City district along the South Fork of the Clearwater River remained quite productive for a much longer period of time. With the reason for excluding the Buffalo Hump mining district from the national forest system gone, the Congress authorized the President on March 1, 1921 to include in the Nezperce National Forest any or all of its 64 sections (Public Law 66-345, 41 Stat. 1196). Four months later, President Harding added the entire area by issuing Proclamation 1600 on July 9, 1921 (42 Stat. 2243). The area is now largely included in the 206,053-acre Gospel-Hump Wilderness Area. However, all 36 sections of Township 29 North, Range 8 East (Boise Meridian) surrounding Elk City still remain outside the national forest boundary forming a rather conspicuous "hole" in the Nezperce National Forest.

H. Land Withdrawals for Administrative Sites and for Examination

Oftentimes, upon recommendation, lands adjacent to national forests were withdrawn from public entry by a presidential executive order, a right given to the President by Congress in "An Act to authorize the President of the United States to withdrawals of public lands in certain cases" of June 25, 1910 or Public Law 61-303 (36 Stat. 847). This law and its amendments allowed the President to temporarily withdraw land for resurvey in cases of disputes, or classification purposes pending a determination as to the advisability of reserving the land so withdrawn for addition to the national forests, national parks and monuments, Indian Reservations, reservoir sites, and several other public purposes. Many Forest Service ranger stations and other administrative sites were located on public land withdrawn under this law. Also, land was withdrawn in advance of Congressional action, such as deeding property to cities and states for watershed protection and for public parks or for addition to the national forests. In some cases, land was withdrawn to settle land claims or to re-survey lands in order to adjust inaccurate public survey landlines.

Such a withdrawal process can be seen in the Absaroka National Forest undertaken in order to manage another national forest resource, that of big game, in this case the migrating elk herds from Yellowstone National Park. The northern or "Park" elk herd would migrate north out of the park and onto private lands or lands of the Gallatin and Absaroka National Forests along the Yellowstone River during the winter. It was essential to put this strip of land under federal protection in order to extend and preserve the winter range of the migrating elk and thus to ensure the herd's continuing survival. The process began by a series of executive orders, number 2599 of April 16, 1917 and 3053 of February 28, 1919, withdrawing all public lands from entry by authority of the above mentioned Public Law 61-303 of June 25, 1910, in order to study the area for possible use of the lands as a game preserve.[65] The results of this study led Congress to pass Public Law 69-295 of May 26, 1926 that added public land to the Absaroka National Forest east of the Yellowstone River primarily for elk winter habitat. It also allowed for the exchange of private lands in the specified area, outside of existing forest boundaries, for federal forestland in other locations and for the outright purchase of those lands in order to consolidate holdings. Finally, executive order 5433 of August 28, 1930, returned to the public domain all lands withdrawn by the two executive orders cited above that were not added to the national forests by Public Law 69-295 of 1926.[66]

I. National Forests on Military Reservations

Under Section 9 of the Clarke-McNary Act of 1924, (Public Law 68-270, 43 Stat. 653) the President was given authority to proclaim national forests within the boundaries of any government reservation, except national parks, mineral reservations, Indian Reservations, and national monuments, if approved by the cabinet secretary administering the particular reservation. This led to the creation, with the approval of the Secretaries of War and Agriculture, in the years following, of several new national forests on military reservations totaling nearly 300,000 acres, such as the Upton National Forest on New York state's Long Island and the Knox National Forest in Kentucky.[67] Other military reservations, or their parts, were added via Executive Order to adjoining national forests as new ranger districts with provisions that would allow the military unhampered use of the areas. These new national forests were largely confined to the Eastern District of the Forest Service, however, there were five established west of the Mississippi River. Within the Northern District, the Fort Missoula Wood and Timber Reservation, set aside in the 1870s to support the nearby military fort, was added to the Missoula National Forest as that forest's Fort Missoula District by Executive Order no. 4503 of September 2, 1926. It was the last such transfer of its kind under Section 9 the Clarke-McNary Act.

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[65] William B. Greeley, *Report of the Forester, 1920/1921,* (Washington: Government Printing Office, 1921), p. 28.

[66] For a discussion of the various elk herds of the Yellowstone, see William B. Greeley, *Report of the Forester,1925/26,* (Washington: Government Printing Office, 1926), p. 34-35.

[67] William B. Greeley, *Report of the Forester, 1925,* (Washington: Government Printing Office, 1925), p. 17.

The idea that former military camps be reserved for forestry purposes originated with Forester William B. Greeley. The Forester noted in a suggestion to the Secretary of Agriculture, William C. Wallace, that Camp Benning in Georgia possessed over 40 million board feet of lumber in a timber stand covering 75% of the camp's land area. Secretary Wallace brought the idea to Secretary of War John W. Weeks who thought the idea worth pursuing and appointed a military representative to work with Greeley on developing a plan for the dual use of Camp Benning. A plan of forest management that in no way interfered with the military use of the land was put together and a proposed bill for the consideration of Congress was drawn up for this one location, but it soon became apparent to both agencies that legislation covering the establishment of one national forest on one military reservation was not the best way to proceed. It would be better to obtain legislative authority permitting the establishment of national forests on any military reservation agreed upon by the War and Agriculture secretaries. The result was Section 9 of the Clarke-McNary Act of 1924.

Congressman (1905-1913) and later Senator (1913-1918) John W. Weeks of Massachusetts, the source of the Weeks Law of 1911, which allowed federal purchases of lands in watersheds of navigable streams and for other forestry purposes, was an early supporter of Warren G. Harding, and became his Secretary of War in 1921 after Harding had won the presidency. Weeks presided over the administration's military downsizing efforts after World War I. Calvin Coolidge retained Weeks in that capacity after Harding's death in 1923 and after his own election as president in 1924. Secretary of War Weeks, as a long-time supporter of extending the national forest system, approved the creation of these new national forests and new ranger districts on underused, post-war, military reservations as part of the general demobilization effort. However, Weeks experienced a stroke in April of 1925 that led to his resignation from the cabinet post in October of that year. Weeks later died at his home in Lancaster, New Hampshire on July 12, 1926. After his resignation and death, every one of the new national forests established on former military reservations in the east under the Clarke-McNary Act were, by 1929, abolished and restored to the War Department for administration by Presidential Executive Orders.[68] Military reservations added as districts to adjoining national forests such as Fort Brady in Michigan, Fort Wingate in New Mexico, Fort Meade in South Dakota, Fort D.A. Russell in Wyoming, and the 1926 transfer of the Fort Missoula Wood and Timber Reservation immediately southeast of the city of Missoula, all remain, respectively a part of the Hiawatha, Cibola, Black Hills, Medicine Bow, and Lolo National Forests to this day. The Fort Huachuca District on the Coronado National Forest in Arizona reverted to exclusive War Department administration on July 1, 1929 and the Bellevue-Savannah National Forest in Illinois was finally returned to the Department of Defense on July 15, 1954, thus closing a singular chapter in the history of the national forests.

J. Transfers Under the Taylor Grazing Act of 1934

Forester Silcox in his annual report for the fiscal year, 1934 noted that "the act of June 28, 1934 (Public Law 73-482, 48 Stat. 1269) authorizing the Secretary of the Interior to regulate grazing on the public domain, although, not directly relating to national forest administration, also requires mention because of its importance in connection with all range administration of federal lands." [69] These few words by Silcox about the Taylor Grazing Act of 1934 masks how contentious an issue future management of the public rangelands had become and the disappointment the Forester felt after the passage of the Taylor Act itself. [70] Coming so soon after the transfer of all national monuments from the Forest Service to Interior's National Park Service, the Taylor Act seemingly left the Forest Service out of the conversation about the future of the remaining public domain, even after establishing a long verifiable track record of efficient and professional management of the grazing lands within the boundaries of the national forests.

"The Taylor Act provided for the segregation of a maximum of 80 million acres of vacant unappropriated and unreserved public lands to be organized into grazing districts under the control of the Secretary of the Interior. The Secretary was also authorized to initiate measures to protect, regulate, and improve the lands within the districts, to issue permits for use of the range, determine fees and the number of livestock to be permitted in each district. The Act was amended in 1935 to increase the acreage to be included in the grazing districts, and Executive Orders in November 1934 [71] and February 1935 [72] issued under the authority of the act, effectively closed the public domain to entry." [73] Section 13 of the 1934 Act allowed the President to reserve, in states where it was permitted via Executive Order, unappropriated public lands within watersheds

[68] Except for the Bellevue-Savanna National Forest in Illinois, which was returned to the Department of Defense in 1954.
[69] Ferdinand A. Silcox, *Report of the Forester, 1934,* (Washington: Government Printing Office, 1934), p. 7.
[70] See Harold K. Steen, *The U.S. Forest Service, A History.* Centennial Ed. (Seattle: Forest History Society in association with the University of Washington Press, 2004), pages 204-208.
[71] Executive Order 6910, November 26, 1934.
[72] Executive Order 6964, February 5, 1935.
[73] Mary C. Rabbitt, Minerals, Lands, and Geology for the Common Defence and General Welfare, Volume 3, 1904-1939. (Washington, Government Printing Office, 1986), p. 353.

administered by the national forests, lands more suitable for timber management and add those lands to existing national forests. Section 13 also allowed the transfer of national forest lands to the Department of the Interior more suitable for grazing under the provisions of the Act.

In 1934, it was not permitted in any state embraced by Region 1 of the Forest Service for the President to add unappropriated public lands to existing national forests due to the Fulton Amendment of March 4, 1907. That obstacle was eliminated on July 20, 1939 with the passage of Public Law 76-199 (53 Stat. 1071) that essentially nullified the Fulton Amendment as it applied to Montana. Thereafter, the President could create new national forests or make additions to existing national forests in the Montana using unappropriated public lands. Under the authority of this 1939 law and the Taylor Act, 32,788 acres of public lands were added to the Bitterroot, Cabinet, and Kootenai National Forests under Public Land Order 878 of January 7, 1953. Another 38,239 acres of public land became part of seven Montana national forests on February 23, 1966, and under Public Land Order 4793 of April 2, 1970, 5,780 acres of unappropriated public land were added to the Gallatin National Forest. Public Land order 3938 which had added lands to so many forests on February 23, 1966, also eliminated from the National Forest System the entire 27,881-acre Little Rockies Division of the Lewis & Clark National Forest, which later became its own grazing district administered by the Interior Department's Bureau of Land Management. The Little Rockies Forest Reserve was established on March 2, 1907 as one of the "Midnight Reserves."

Despite its contentious beginnings, the Taylor Act resulted in many forested acres of public land and lands essential for the protection of watersheds placed under the jurisdiction of the Forest Service and transferring some national forest land more suitable for grazing purposes to the Interior Department.

K. Land Donations

Section 7 of the Clarke-McNary Act of 1924 (43 Stat. 653) permitted the Secretary of Agriculture to accept donations of private land for forestry purposes provided that the land parcels are large enough and in close enough proximity to existing national forests to manage. The donor could place conditions on the donated land as preconditions to acceptance, but such conditions could not exceed twenty years. Any property, rights, easements, and benefits reserved by the donor would be subject to state tax laws. This authority to accept donations was restated in Section 5 of the "Act to facilitate and simplify the work of the Forest Service…" of March 3, 1925 (Public Law 68-574, 43 Stat. 1132). The hardships of the 1930s, where many private timberland owners found it difficult to pay state property taxes to avoid confiscation by the state, held the option of donating their forest land, in most cases, cut-over lands then restocking with second growth stands, to the federal government. In his 1936 annual report, Chief Silcox wrote that "…the national forest area was appreciably enlarged by donations of lands, aggregating 85,117 acres and bringing the total of donated lands (since 1924) to 240,929 acres." [74] Donated lands could be held and managed by the Forest Service or be exchanged.

Not only were donations accepted from private interests, local jurisdictions also found donating lands attractive. Silcox continued,

> "Counties to which lands have reverted through tax delinquency regard with increasing favor the idea of conveying such lands to the United States for permanent forest management. Under this course, the residual values of the lands are conserved, improvements indispensable to their protection and use are installed, destructive fires are prevented or suppressed, and the utilization of the remaining resources controlled, all to a degree that would not be practicable under the financial and legal limitations to which the counties are subject. The increased acreage of national forest land qualifies the county for proportionately increased shares of national forest revenues and road expenditures. Similarly, private owners of forest lands are increasingly recognizing that if their cut-over lands are donated to the United States their remaining timbered lands, sawmills, railroads, and the like will benefit by the more effective protection, development, and management that will ensue; while greater permanency will be given to the enterprises and community values in which they are directly interested. For these reasons, donations promise to be progressively important means of consolidating and extending the public properties." [75]

[74] Ferdinand A. Silcox, *Report of the Chief of the Forest Service, 1936,* (Washington: Government Printing Office, 1936), p. 10.
[75] Ibid.

The national forests in Idaho's panhandle were the most affected by land donations, but as the 1930s progressed, significant donations occurred in Colorado and Oregon as well. The Forest Service also accepted donations of small areas for administrative purposes. Just before the advent of World War II in June 1941, 394,721 acres had been donated to the national forests. As the poor economic conditions of the 1930s that made it advantageous to donate land to the Forest Service ebbed away during wartime and in the prosperous post-war era, land donations ceased to be as important a source of new forest land as they once were.

Donations, like land exchanges, with authority rooted in federal law, allowed the Secretary of Agriculture to accept donated lands and add their acreage to the national forests without the necessity of presidential action. Thus, additions to national forests by donation are not noted in a forest's administrative history as found in the Regional Chapters. Whenever encountered in relevant sources, donations are noted in the brief introductory paragraphs for each forest. Land donations did keep Forest Service cartographers busy with map revisions and by comparing maps of the same forest but issued in succeeding years, the impact of the donations can be discovered.

L. Forest Consolidations. "…for the Economy of Administration."

Besides proclamations and executive orders, changing national forest names, eliminating lands unsuited for forestry purposes, redrawing boundaries between forests along watershed divides, adding lands under the authority of Congress, there were relatively few, perhaps about a dozen major forest consolidations until the 1930s. Forest consolidations occurred throughout the system during the 1930s from New Mexico and the Arizona Strip to central Montana and northern Idaho as well as in the Cascade Range of Oregon and Washington. By the 1930s, infrastructure improvements, such as roads and telephone lines, and the need to cut staff and administrative costs mandated by the Hoover administration at the beginning of the Great Depression, led to a significant reorganization of the forests. To illustrate this, a paste-on note found on some copies of the 1930 edition of the forest visitor map for the Lewis & Clark National Forest, then limited to the Rocky Mountain Front Range, does an excellent job of explaining the rationale for forest consolidations at this time in the history of the national forests:

> "This map represents the area embraced in the <u>former</u> Lewis & Clark National Forest. Since the map was printed a somewhat larger area, formerly comprising the Jefferson National Forest, has been consolidated [1932] with this unit to form the present Lewis & Clark Forest, all under the direction of one Forest Supervisor whose headquarters office is at Great Falls, Montana. Such combinations of administrative units are made in order to reduce overhead expense. They have become possible in several cases due to recent road development work and other improvements in communication and transportation facilities, which have made it possible for a Supervisor to maintain control over a larger area than formerly."[76]

In addition, radio communication and a wider use of aircraft by the Forest Service also helped justify forest consolidation.

In the 1940s, the transfer of lands, forest consolidations, and the discontinuation of some forest names differed from the reorganizations of the 1930s in that these actions were made by the Public Land Order that was introduced by Executive Order 9146 on April 24, 1942. This Executive Order and its various reissues, authorized the Secretary of the Interior to sign all orders withdrawing or reserving public lands and all orders revoking or modifying such orders, provided that such orders have the prior approval of the President's Budget Office, the Attorney General, are published in the *Federal Register*, and with the advance concurrence of the executive agency concerned. Beginning in the spring of 1942, the Public Land Order issued by the Secretary of the Department of the Interior, became the dominant instrument for most boundary modifications to the national forests and a subsequent decrease in the reliance on the President's Executive Orders and official Proclamations to accomplish these actions on the public lands. The Presidential Proclamation would still be used to create new National Forests such as the Six Rivers National Forest in California in 1947, but the Public Land Order would, until the advent of the "National Forest Management Act of 1976," would be the primary vehicle used for eliminating lands, adding lands to existing forests, and transferring existing lands between forests and between other federal agencies, including the National Park Service, the Bureau of Land Management, and the Defense Department.

[76] Typescript correction sheet, including underlining, attached to the forest visitors map of the *Lewis and Clark National Forest, Montana,* 1930. U.S. Department of Agriculture, Forest Service, (Washington: Government Printing Office: 1930).

V. National Forest Reservation Commission, 1911-1976: Purchase Units, Forest Receipt Acts, and the Land and Water Conservation Fund

A. The Weeks Law and its Amendments

The Weeks Law of 1911 (36 Stat. 961) authorized the Secretary of Agriculture to cooperate with states in the conservation of forestlands and thereby protect the watersheds of navigable streams. The law also established a National Forest Reservation Commission to be the deliberative and governing body over a land acquisition program that allowed the federal government to purchase private lands at the headwaters of navigable streams as recommended for purchase by the Secretary of Agriculture. The Commission members consisted of the Secretaries of War (later Defense) Agriculture, and the Interior, two U.S. Senators and two U.S. Representatives. Before purchase areas or (after 1920 purchase units) could be established in any state, that state's legislature had to approve and the governor sign an act of consent, or enabling act, which could, but not necessarily, limit the purchase unit by acreage or by location, as determined by the state itself. In the early years, purchase units were created by the Commission in the White Mountains of New Hampshire and Maine and along the backbone of the Appalachian Mountains from West Virginia to Alabama. A new District 7 of the Forest Service to manage the new and growing area of federal forest land in the east was organized in 1914, later to be known as the Eastern District. Section 11 of the Weeks Law authorized the Secretary of Agriculture to "…divide the lands acquired under this Act into such specific national forests and so designate the same as he may deem best for administrative purposes."

By the summer of 1918, there were five proclaimed national forests in the east that originated as purchase areas: the Pisgah National Forest, the first purchase unit to make the transition to national forest status on October 17, 1916, followed by the Alabama National Forest, January 15, 1918, and on May 16, 1918, the White Mountain National Forest of New Hampshire and Maine and Shenandoah and Natural Bridge National Forests of Virginia were proclaimed. Several others would follow these five in the next decade. As to the management and the boundaries of the purchase areas compared with those of the national forests, the Forester, Henry S. Graves, wrote in his annual report for 1918 that,

> "All the Purchase Areas, however, are now under a form of administration identical with that of the National Forests…The Purchase Areas comprise (1) lands title to which has actually passed to the Government, amounting at the close of the year [June 30, 1918] to 1,132,792 acres; (2) lands approved for purchase by the National Forest Reservation Commission and under process of acquisition, amounting to 509,011 acres; and (3) private lands which may or may not eventually be approved for purchase, amounting, as the boundaries are now drawn to 4,646,435 acres. The boundaries of the Purchase Areas, however, are not strictly comparable with those of the western National Forests, which are fixed by presidential proclamation. They are tentative limits within which the commission will consider making purchases and may be modified at any time, and at present include much more private land than public." [77]

Even though new national forests created in the east from lands acquired under the Weeks Law with boundaries fixed by presidential proclamation, the purchase area on whose lands the new national forest was based did not disappear. Land acquisition within the purchase area and within the new national forest continued. Purchase unit boundaries could coincide with the proclaimed forest exactly or run outside of them as determined and ordered by the National Forest Reservation Commission. In a few cases when land acquired in two or more purchase units were proclaimed a single national forest, the purchase units continued as separate administrative entities. For efficient administration, these separate purchase units were later merged under the name of the national forest. For instance, the Shenandoah National Forest was proclaimed in 1918 and was made up of land purchased under the Potomac, Massanutten, and Shenandoah Purchase Areas. All three areas continued to be administered separately, but later were combined into one unit in January of 1927 under the name of the national forest, the Shenandoah Purchase Unit. In 1936 the National Forest Reservation Commission made a concerted effort to have purchase unit boundaries coincide with the boundaries of the proclaimed national forest.

The Clarke-McNary Act of June 7, 1924, (43 Stat. 653) provided another legal justification for the federal purchase of private forest lands. In addition to the protection of navigable streams found in the Weeks Law of 1911, the 1924 law added timber production as a legitimate goal of forestland purchases. Other provisions of the Clarke-McNary Act included a broadening of cooperation with states on fire suppression, forest research and husbandry, and the study of tax laws affecting forest land. Section 8 of the law permitted the transfer of public domain lands chiefly valuable for streamflow protection and timber production to the national forests upon the advice of the National Forest Reservation Commission. Once the Commission

[77] Henry S. Graces, *Report of the Forester, 1918,* (Washington: Government Printing Office, 1918), p. 5.

recommended certain public lands be added to national forests and with the consent of the Department of the Interior, Congress still had to pass laws permitting the addition, as the Fulton Amendment of 1907 still applied. Large additions of public land were made by Congress to the Missoula (later the Lolo) National Forest in Region 1, to the Shoshone and Hayden National Forests in Region 2, and to the Challis, Idaho, Payette, Sawtooth and Wyoming National Forests in Region 4 during the 1920s.

The Exchange Act of March 3, 1925 (Public Law 68-591, 43 Stat. 1215) amended Section 7 of the Weeks Law to permit land exchanges or exchanges of timber on federal land for private land upon the recommendation of the Secretary of Agriculture and with the approval of the National Forest Reservation Commission within purchase units. Like other exchange acts, the goal of the 1925 law was to consolidate national forest lands for more efficient and economical administration. These exchanges were called "Weeks Law Exchanges" and gave added authority and responsibility to the National Forest Reservation Commission.

The authorization of 8 million dollars to purchase land under the Weeks and Clarke-McNary Laws for the period of 1929 to 1931 in the McNary – Woodruff Act of April 30, 1928 (45 Stat. 468) provided a significant boost to the National Forest System's purchase program and led to the establishment of the Lakes States District (District 9) in 1929 to administer the several new purchase units in Minnesota, Michigan, and Wisconsin.

The advent of the New Deal exponentially expanded the forest land purchase program of the National Forest Reservation Commission and dwarfed its achievements of the previous 20 years. During the Depression era, President Franklin Roosevelt and the Congress appropriated large amounts of federal funds for various emergency relief programs. Many millions of dollars were given to the National Forest Reservation Commission to use to purchase burnt over or otherwise damaged forestlands. There was a need at the beginning of the New Deal to provide land for restoration work for the Civilian Conservation Corps, a need that argued in favor of increased funding for the Commission's land purchases. In December of 1934, an additional 10 million dollars was made available for purchase of forestlands under the Emergency Conservation Act of March 1933. Purchase Units established by the National Forest Reservation Commission increased in number and in size and the total number of acres purchased swelled. In fiscal year 1935 alone, the Forest Service purchased 2,027,926 acres, compared to the 5,147,567 acres acquired under the Weeks Law from its beginning in 1911 to 1934. By June of 1940, 17,027,545 acres had been acquired in less than 30 years of Weeks Law administration. Of this acquired land, 12,494,847 acres had been purchased since June of 1933.[78] The cash paid for the land, often cut over, burned, and otherwise depleted, helped local economies while the additional federal lands offered more opportunity for emergency employment in reforestation, stream restoration, erosion control, recreation projects for the Civilian Conservation Corps, and other federal employment efforts.

Annual appropriations made by Congress to the National Forest Reservation Commission went to purchase land under the authority of the Weeks Law of 1911 and its amendments. But because the emergency funds provided by Congress and the Roosevelt administration under the Emergency Conservation Act at the beginning of the Depression were not specifically provided by Congress to be spent under the authority of the 1911 law, some of the money was used to purchase lands not for the protection of watersheds or for timber production, but for recreational purposes alone. Perhaps the most significant example of this occurred in the Kings River Canyon area in 1935. The state of California had authorized the construction of a state highway into Kings Canyon in 1935 and four landowners who held 320 acres in the canyon sought to capitalize on the new state highway by developing plans for an extensive resort and recreation area. On March 7, 1935, the National Forest Reservation Commission authorized the Forest Service to enter into negotiations with the landowners for the purchase of the private land in Kings Canyon, an action that established the Sequoia National Forest Purchase Unit, the first such unit west of the Great Plains. Secretary of the Interior and Commission member Harold Ickes did not want to see private development in Kings Canyon and strongly advocated for the purchase of the entire 320 acres by the Commission to ensure that the recreational potential in the canyon would proceed in an orderly manner and in conformity with the best interests of the public.[79] On June 30, 1935, the Commission authorized the purchase of 200 acres from two of the four landowners in the canyon. At its May 26, 1936 meeting, another 62 acres were purchased in the canyon at the extraordinary price of $758.00 per acre from the Yosemite Park & Curry Company. The average per acre prices paid by the Commission at the time hovered around $6.00. Secretary of Agriculture, Henry Wallace, went on record at a meeting of the Commission as saying that this purchase of recreation land should not set a precedent and that the land was being purchased for its own unique value. The

[78] Acreage statistics from the *Annual Reports,* of the National Forest Reservation Commission, 1913-1942.
[79] Minutes of the National Forest Reservation Commission, Meetings of March 7, 1935, June 30, 1935, and May 26, 1936, Record Group 95.2.3, "Records of the National Forest Reservation Commission, 1911-1975."

area later became a major tourist draw of the Kings Canyon National Park upon the park's establishment in 1940. Congress officially endorsed the purchase of private lands for outdoor recreation purposes thirty years later with the passage of the Land and Water Conservation Act.

The great expansion of the forest purchase program managed by the National Forest Reservation Commission from 1934 to 1941 was followed by a nearly complete cessation during World War II, and after the war, by sharp reductions. Apart from a three-million-dollar appropriation from Congress for fiscal year 1947, annual appropriations for Weeks Law purchases never reached the one-million-dollar mark from 1943 to 1967, in fact appropriations consistently remained well below that point. Other sources of funding for forest land purchases did came on-line, such as special funding for land acquisition on the Boundary Waters Canoe Area on the Superior National Forest (1948) as well as the various Forest Receipt Acts for national forests in the West and on the National Forests in Arkansas (1940). But these funding sources could only be used on the national forests as specified by law. Starting in 1965, the Land and Water Conservation Fund greatly enhanced the land buying potential of the Commission, but again, these funds were dedicated by law for the increase of recreational opportunities on the national forests, as well as other federal and state lands. Funding for Weeks Law purchases improved beginning in 1967 with a 2.48-million-dollar appropriation and for the remaining years of the National Forest Reservation Commission. From 1968 to 1975, funding for land purchases under the Weeks Law ranged between a high of 1.8 and a low of 1.3 million dollars.

During the lean years, the Commission adopted a policy of directing available funds towards the consolidation national forest lands only in approved and active purchase units. With limited funding, several purchase units, the Grand Lake in Maine, the Forest of Discovery in Tennessee, and the Southern Redwood in California, remained inactive without one acre purchased, while several other purchase units had experienced very little activity for years. In addition, since many purchase units had been established, conditions within the units had changed. There now existed more overlapping interests of state or county forests, parks, urban watersheds, and recreation areas within purchase unit boundaries. Agriculture, industry, and communities had expanded into private forested lands and the return to better economic times meant that land-owners were not as anxious to sell as they were in the 1930s while their forest land increased in value. There had also been positive developments in forestry and land use practices on private lands and woodlots within purchase units, which had been promoted by the Forest Service and state forestry agencies. These reasons coupled with little funding in the face of continued advocacy by the Commission, and the desirability of concentrating available land acquisition resources in units where consolidation of existing national forest lands was of high priority, led the Commission at its April 17, 1956 meeting to make unprecedented adjustments to purchase unit boundaries and the complete elimination of several inactive units.

The National Forest Reservation Commission minutes of its April 17, 1956 assembled meeting states that,

> "The Department of Agriculture in April 1956 proposed numerous changes in national forest purchase units heretofore established with the approval of the Commission. The Commission approved the abolition of the Tombigbee Purchase Unit in Alabama (611,271 acres); Lookout Mountain Division of the Chattahoochee Purchase Unit in Alabama and Georgia (204,000 acres); the Chariton Purchase Unit in Iowa (55,282 acres); the Grand Lake Purchase Unit in Maine (785,000 acres); the Sheyenne and Souris Purchase Units in North Dakota (764,425 acres); the Kiamichi Purchase Unit in Oklahoma (52,760 acres); and the Forest of Discovery Purchase Unit in Tennessee (319,900 acres). With the exception of one small tract – a nursery site in North Dakota – no lands have been acquired in these units…The total area within national forest purchase units approved by this Commission will be about 8 million acres less when these adjustments are completed. The Commission contemplates that review of national forest purchase unit boundaries will be a more or less continuous process and that additional changes will from time to time be made as conditions so warrant. Concurrently, increased consolidation of national forest lands within the revised unit boundaries to enhance management effectiveness and ensure maximum restoration and conservation of the included timber, soil, and water resources is essential."[80]

The Chief of the Forest Service, Richard E. McArdle, commented on these changes in his 1956 annual report:

> "The National Forest Reservation Commission on April 17, 1956, approved changes in national forest purchase units established under the Weeks Law, whereby the gross area of these units will be reduced by 5,213,000 acres. The changes are to be made effective as promptly as administrative considerations permit.

[80] National Forest Reservation Commission, *Minutes of Assembled Meeting, April 17, 1956,* (Record Group 95.2.3, Records of the National Forest Reservation Commission, 1911-1975.

About 239,000 acres of national forest land is involved. This will be exchanged for lands within the revised boundaries. The Commission also approved the elimination of 8 purchase units containing 2,793,000 acres, which had been set up but in which no land had been purchased for national forest purposes." [81]

The Commission reduced the gross areas of 36 national forest purchase units in 20 states and Puerto Rico amounting to over 5 million acres. The national forest acreage now lying outside the smaller redrawn purchase unit boundaries would be exchanged for land within the revised boundaries with an eye towards consolidating forest service holdings for more efficient management. Presidential action followed the 1956 changes made to the purchase unit boundaries by the Commission. These are listed as boundary revisions in the administrative histories of each national forest affected and were generally issued in 1959 and 1960.

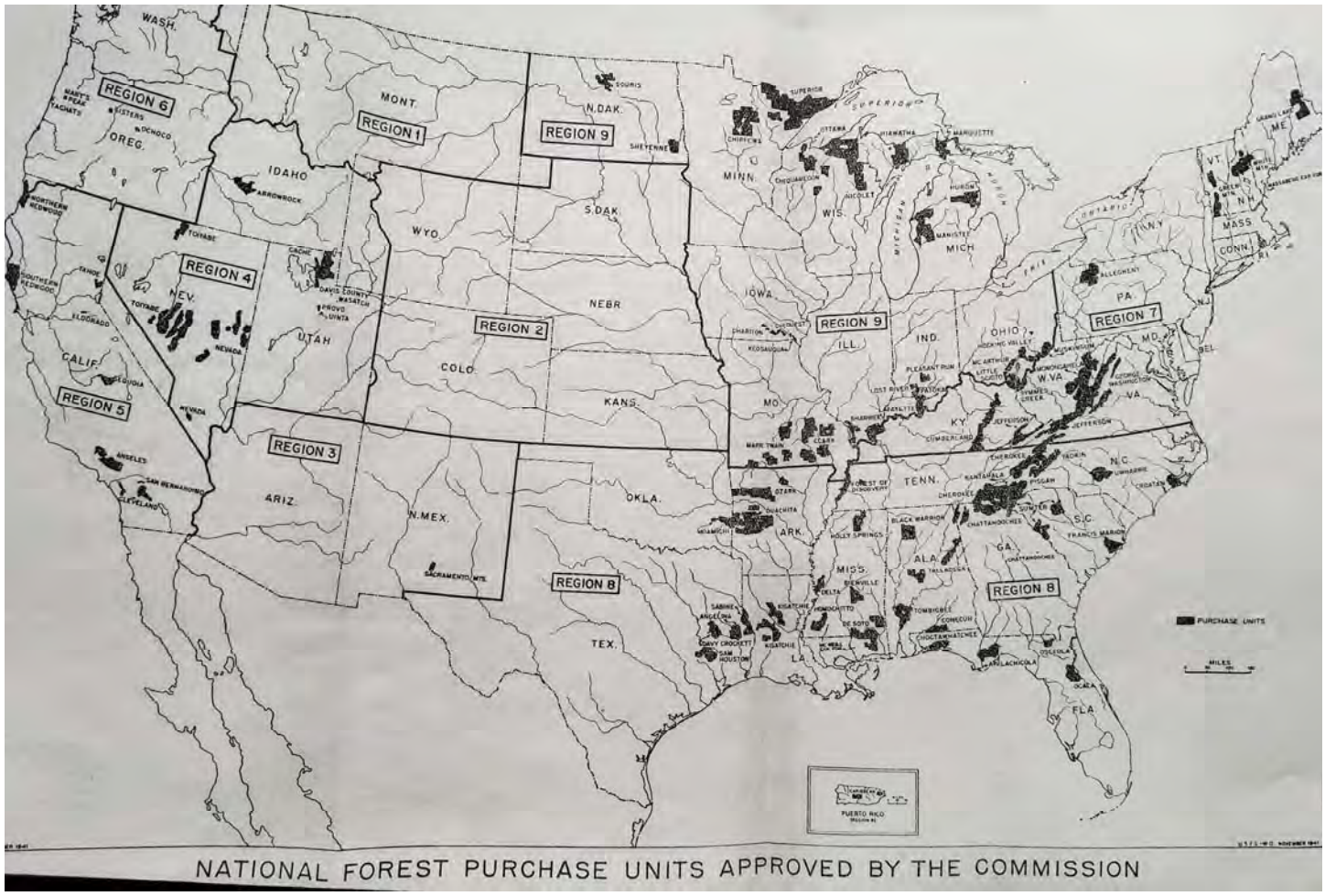

Figure 16: Map from the 1941 annual report of the National Forest Reservation Commission dated November 1941 showing the system of purchase units at their greatest extent. Some purchase units would be terminated and many more reduced by the Commission in the April 1956 reorganization. The map does not specifically identify the national forests in the "Forest Receipt Act" purchase program.

B. Forest Receipt Acts and Boundary Waters Canoe Area Purchases

The threat of floods and soil erosion in the West prompted the Congress to pass several laws authorizing the use of forest receipts obtained from the sale of forest resources on a particular forest for land purchases on that forest. These were the "Forest Receipt Acts," a number of which were approved by the Congress and the president between 1935 and 1940. These

[81] Richard E. McArdle, *Report of the Chief of the Forest Service, 1956,* (Washington, D.C.: Government Printing Office, 1957), pages 9-10.

acts provided for an annual appropriation from forest receipts to purchase lands that could then be managed to mitigate the threat and the effects of floods and soil erosion on the forest where the receipts were obtained. Under each Forest Receipt Act, the National Forest Reservation Commission was assigned the task to decide which lands would be purchased with the funds once appropriated by Congress. Forest Receipt laws were passed affecting several forests in the Intermountain Region, namely the Uinta, the Wasatch, the Cache, and the Nevada (later parts of the Humboldt and Toiyabe) National Forests. Congress also passed a Forest Receipt Act to facilitate land purchases on the Ozark and Ouachita National Forests in Arkansas on March 5, 1940, in order to control soil erosion and flood damage on forest lands. Land acquisition on these forests enjoyed the support of all Commission members and purchases in the forests of Utah and Nevada and later in Arkansas were begun almost immediately after the passage of their particular Forest Receipt Acts.

It was a different story for the forests of southern California. The Santa Ana Flood of February 4th through the 7th in 1937 and the Los Angeles Flood generated by two separate storms hitting the area from February 27 through March 2, 1938, both brought devastation to the southland. In both events, Riverside County suffered the brunt of the storms. This disaster led to the passage on June 15, 1938, of Public Law 75-634 (52 Stat. 699), a Forest Receipt Act authorizing land purchases in and adjacent to the San Bernardino and Cleveland National Forests in Riverside County in order to bring vulnerable mountain slopes and stream valleys under a management regimen that would minimize soil erosion and flood damage. Similar special laws covering the entire Cleveland National Forest (Public Law 76-589, 54 Stat. 297) and for the Angeles National Forest (Public Law 76-591, 54 Stat. 299) were passed on June 11, 1940. The Sequoia National Forest was likewise covered in its own law for the same purposes as those for the forests of southern California on June 17, 1940 (Public Law 76-637, 54 Stat. 402). This made the Sequoia National Forest both a purchase unit as well as a Forest Receipt Act forest. However, with these land acquisition laws firmly in place, Secretary of the Interior and Commission member Harold Ickes refused to support any land purchases in California under these Forest Receipt Acts, with the single exception of land acquisition on the Sequoia National Forest. Secretary Ickes strongly believed that no tree would ever grow on any of the lands proposed for purchase south of the Tehachapi Mountains. He stood firm in his opposition despite assertions by all other Commission members and Forest Service staff that these laws were duly passed by the Congress for flood protection and for the prevention of soil erosion, not necessarily for timber production. Secretary Ickes would have to leave office in February of 1946 before any land acquisitions could be made on the forests of Southern California under the Forest Receipt Acts for the Angeles, Cleveland, and San Bernardino National Forests.

In a category of land acquisition programs all its own, the Congress passed the Thye-Blatnick Act on June 22, 1948 (Public Law 80- 733), which appropriated funds for the purchase of private holdings within the Boundary Waters Canoe Area of the Superior National Forest in Minnesota. From 1948 to 1976, the National Forest Reservation Commission acquired 22,824 acres of private lands within the wilderness at a cost of 4.25 million dollars in order to preserve in its undeveloped state, the wilderness canoe area. Most private landowners were willing sellers, but the 1948 law allowed the government to initiate condemnation proceedings and several properties were acquired in this confrontational manner. The law set a precedent for the federal government to purchase private land purely to preserve the land's recreational and wilderness values, a concept later expressed in the Land and Water Conservation Act of 1965. Under all Forest Receipt Acts and the Thye-Blatnick Act and its amendments, by 1976 the National Forest Reservation Commission had purchased approximately 240,000 acres at a cost of 7.5 million dollars. The various Forest Receipts Acts remain in force today with Congress authorizing the use of forest receipts for land acquisition for the specified national forests in Arkansas, California, Nevada, and Utah.

C. Land and Water Conservation Act of 1965

Increased public pressure on the public lands for recreation led Congress to pass a land acquisition law that would enable state and federal governments to expand outdoor recreation opportunities. The Land and Water Conservation Act of 1965 established a special fund in the U.S. Treasury to assist in preserving, developing, and assuring accessibility to outdoor recreation resources through a land acquisition program. In the case of the Forest Service, the Act authorized the purchase private lands within the boundaries of established national forests, wilderness areas, and purchase units approved by the National Forest Reservation Commission. Purchases could also be made outside the boundaries of the national forests of up to 500 acres in the case of any one forest, which would comprise an integral part of a forest recreational land purchase. An additional provision in the law limited Forest Service land acquisition west of the 100th Meridian to 15% of the total land acquired using the Land and Water Conservation funds. Thus, most of the acreage purchased under this program was on eastern national forests, precisely where the majority of the national forest purchase units had already been established. Generally, recreation lands purchased under the act would by their nature be high-value properties and, with a few exceptions, such as the Sylvania Tract purchase on the Ottawa National Forest, would not embrace extensive areas. The National Forest Reservation Commission was charged with the administrative responsibility to organize recreational land purchase proposals

and pass on the most needed or most meritorious proposals to the President for inclusion in the annual budget documents forwarded to Congress.

Many new purchase units were created in order for land purchases to go forward under the authority of the Weeks Law using the Land and Water Conservation Fund. Land acquisition using the fund were readily made in national forests in the east where purchase units had already been established. But in cases where national forests were proclaimed from lands acquired by the U.S. Government pursuant to the authority of the National Industrial Recovery Act of June 16, 1933, the Emergency Relief Appropriations Act of April 8, 1935, and Title III of the Bankhead-Jones Farm Tennant Act of July 22, 1937, the National Forest Reservation Commission had to first formally establish a purchase unit. New purchase units were created for the Tombigbee in Mississippi, the St. Francis in Arkansas, and units of the Caney Ranger District of the Kisatchie National Forest in Louisiana before land purchases could be made. And in a singular move, on September 16, 1971, the National Forest Reservation Commission reversed its April 17, 1956 decision to reduce the Manistee National Forest Purchase unit and restored all lands eliminated by its 1956 action. The Commission determined that the lands eliminated in 1956 included prime recreational areas that should now be purchased using the Land and Water Conservation Fund.

The same was true for the national forests in the West that had not had purchase units previously established. Typically, in the West, the National Forest Reservation Commission would be presented with a request to purchase a specific tract of land under the Land and Water Conservation Fund with a simultaneous request to create a new purchase unit for the area. In the case of the Northern, the Southwestern, the California, and the Pacific Northwest Regions, purchase units were named for the entire forest, whether there were multiple purchases within that national forest or only one. In the Rocky Mountain and the Intermountain Regions, purchase units were individually created and named either for the area or for the private landowner and not for the entire forest, such as the Summit Construction Purchase Unit on the Black Hills National Forest in Region 2 or the Hidden Valley Ranches on the Salmon and Challis National Forests in Region 4. Many of these new purchase units were strictly single, limited-purpose units focused on one tract of land. None appeared outlined or named on Forest Service maps.

According to the last annual report issued by the National Forest Reservation Commission, fiscal year 1975 ending June 30, 1975, over $226 million dollars had been expended by the Commission to purchase recreation lands under the Land and Water Conservation Fund by the Forest Service alone since 1965. That figure compares to $114 million dollars spent since 1911 on land purchases under the Weeks Law. The report does not provide the acreage purchased under each law separately. [82] The Land and Water Conservation Act was extended for another 25 years in 1990 and expired in 2015. The legal authorization of the LWCF expired on Sunday, September 30, 2018. The Land and Water Conservation Fund was permanently reauthorized as part of the bipartisan John D. Dingell, Jr. Conservation, Management, and Recreation Act, signed into law on March 12, 2019. More research is needed to discover the full extent of the LWCF purchase program after June 1975 when the National Forest Reservation Commission was dissolved and thus ended its role as the organization that administered the LWCF on behalf of the Forest Service.[83]

The National Forest Management Act of 1976 (Public Law 94-588, 90 Stat. 2949) repealed sections 4 and 5 of the 1911 Weeks Law and transferred all functions of the National Forest Reservation Commission to the Secretary of Agriculture. It also prohibited the Secretary to enter into any agreement to purchase or exchange land valued over $25,000 without first submitting a report of the purchase or exchange to the relevant committees in Congress. The practice of establishing purchase units continues with most of the new units created in order to purchase lands using funds from the Land and Water Conservation Fund. Over its 65-year history, the National Forest Reservation Commission, executing the Weeks Law and its amendments together with other laws such as the Land and Water Conservation Act, acquired nearly 21 million acres of forestland that are now administered as part of the National Forest System.

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[82] National Forest Reservation Commission, *Annual Report…for the Fiscal Year ended June 30, 1975,*(Washington: Government Printing Office, 1976), p. 4.

[83] U.S. Forest Service, *National Forest System, Areas as of September 30, 1976.* (Washington, D.C.: Government Printing Office, 1977. The next issue for 1977 did not provide statistics for "Lands acquired with money from the Land and Water Conservation Fund Act of 1965. See the web site of the Trust for Public Land for an interactive map that shows all the special places the LWCF has acquired since 1965 and another map of future land acquisition projects: https://lwcf.tplgis.org

VI. Wilderness Areas

The establishment of wilderness areas within national forests is perhaps the ultimate administrative change that a portion of national forest land can experience, aside from being eliminating altogether. Wilderness areas are managed so that they can be used and enjoyed as wilderness in the present and left unimpaired for future use, or, in other words, they are managed to "secure for the American people of present and future generations the benefits an enduring resource of wilderness." [84] Therefore, the creation of wilderness is given the prominence it deserves in each forest's administrative history in the Regional Chapters.

Until Congress passed the Wilderness Act of 1964 the Forest Service acted under its authority to "exercise or cause to be executed all laws" granted to it under Public Law 58-34 (33 Stat. 628) that transferred the responsibility of the forest reserves to the Department of Agriculture, in designating primitive, wilderness and wild areas throughout the National Forest System. Like other decisions internal to the agency itself, before the passage of the Wilderness Act of 1964, descriptions along with dates detailing the establishment of these special areas are not found in the administrative histories of individual forests. The dates when these early primitive, wild, and wilderness areas were set apart can, however, be teased out of maps and other publications of the Forest Service, and these dates are provided whenever possible in the introductory texts of each national forest in the Regional Chapters. But the early record is scattered among secondary sources. Many issues of the annual reports of the U.S. Forest Service do not mention when wilderness and other special administrative areas, such as experimental forests, came into being.

Two events in 1924 were to have major influence on our national wilderness policy. The first was the convening in Washington, D.C. on May 22nd through the 24th of The National Conference on Outdoor Recreation. Sponsored by the federal government, the Conference took testimony from a wide variety of federal, state, and local governmental representatives, public service organizations, and outdoor associations which identified a number of issues that needed further examination, from the role of municipal parks to federal interagency cooperation, and education. To continue the momentum gained from the meetings, the Conference organized no less than 19 separate committees to study the major issues in outdoor recreation identified at the Conference. One of those committees, chaired by William P. Wharton of the American Forestry Association, was the Committee on Survey and Classification of Recreational Resources, which issued its final report in 1928. Chapter four of that report entitled "The National Forests" addressed the many outdoor recreation opportunities in the forests, such as summer home sites, public campgrounds, and designated recreation areas. Significantly, Wharton dedicated the largest section of chapter four to the advancement of wilderness recreation and included a reprint of Aldo Leopold's October 1925 wilderness article published in the American Forestry Association's journal *American Forests and Forest Life.* [85] 19 pages with illustrations and a fold-out map distinguishes this chapter of the report that includes Leopold's wilderness article, provides definitions, examines wilderness qualities, and advances a proposal for the creation of 21 named wilderness areas, [86] and carries suggestions from former Chief Forester Greeley for a sound wilderness policy. The chapter concludes with the words: "While intensive and mass forms of outdoor recreation will properly continue to be encouraged on the national forests, due recognition, it is hoped, will be given – and given now before it is too late – to the legitimate demand for opportunities to enjoy the simpler forms of wilderness outdoor life disassociated with highways and crowds." [87] These recommendations would eventually lead to the Forest Service issuing new regulations for its special areas in 1929.

The other precedent setting wilderness event that took place in 1924 was the establishment of the Gila Wilderness in New Mexico. In June of 1924, Frank C.W. Pooler, District Forester for the Southwestern District, followed the advice of wilderness advocate and his own Assistant District Forester in charge of Operations, Aldo Leopold, and designed 574,000 acres of the Gila National Forest in New Mexico, as a place whose primary and highest use would be for wilderness recreation. Leopold was the first to define and use the word "wilderness" in proposing a particular kind of land use within the national forests and went on to be one of the founding members of the Wilderness Society in 1935. In 1926, William B. Greeley, Chief Forester issued an order for a comprehensive survey of potential wilderness lands under Forest Service jurisdiction and then requested each forest supervisor to submit a list of possible wilderness areas within their area.[88]

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[84] "Wilderness Act of 1964" (Public Law 88-577), *United States Statutes at Large, Volume 78, page 890.*

[85] "The Last Stand of the Wilderness: A Plea for Preserving a Few Primitive Forests…" by Aldo Leopold, in *American Forests and Forest Life,* vol. 31, no. 382, p. 599-604.

[86] 19 of the 21 possible wilderness areas listed in the report would later be included in the National Wilderness Preservation system. The two exceptions were the proposals for the Whitefish Range, Montana and the Mogollon Rim in Arizona.

[87] *Recreation Resources of Federal Lands*, (Washington, National Conference on Outdoor Recreation, 1928), p. 108.

[88] Michael From, *Battle for the Wilderness,* (New York: Praeger Publishers,1974), p. 121.

The 1924 designation of the headwaters of the Gila River as a wilderness area, together with the setting aside of a roadless wilderness area of 755,000 acres in Minnesota's Superior National Forest in 1926 were the only such designated areas until 1929 when the Secretary of Agriculture issued his L (Lands) -20 Regulation. The new regulations were no doubt promoted by the wilderness inventory and recommendations initiated by the Chief Forester in 1926 and by the 1928 report of the Joint Committee on Recreational Survey of Federal Lands, affiliated with the National Conference on Outdoor Recreation. Until Regulation L-20, a District [Regional] Forester's wilderness set asides could easily be overturned by the next District Forester or the Chief Forester. The L-20 regulation defined and provided a procedure for the establishment of Experimental Forests, Experimental Ranges, Natural Areas, and Primitive Areas, although the regulation carried the title of "Experimental Forests and Ranges" alone.

There are many references in the literature to Regulation L-20, and a few partial quotations from it, but the full text is rather elusive. One readily available printing of the L-20 regulation appeared in the Saturday, August 15, 1936, issue of the *Federal Register*. Curiously, it was not identified by its Forest Service designated number "L-20." However, it followed the text of all other "Lands" regulations from L-1 to L-19. Despite being inadvertently unnumbered, one can easily recognize that by its title it is Regulation L-20. Here is the complete text:

> "**[L-20]** Experimental Forests and Ranges. The Chief of the Forest Service shall determine, define, and permanently record a series of areas of national forest land to be known as experimental forests sufficient in number and extent adequately to provide for the experimental work necessary as a basis for forest production or forest and range production in each forest region, these areas to be dedicated to and used for research; also where necessary a supplemental series of areas for range investigations to be known as experimental ranges; and a series to be known as natural areas sufficient in number and extent adequately to illustrate or typify virgin conditions of forest or range growth in each forest or range region, to be retained in a virgin or unmodified condition for the purposes of science, research, and education; and a series of areas to be known as primitive areas, and within which will be maintained primitive conditions of environmental, transportation, habitation, and subsistence, with a view to conserving the value of such areas for purposes of public education and recreation. Within any areas so designated, except for permanent improvements needed in experimental forests and ranges, no occupancy under special-use permit shall be allowed or the construction of permanent improvements by any public agency be permitted except as authorized by the Chief of the Forest Service or the Secretary." [89]

The very next year, 1930, under Regulation L-20, the Chief of the Forest Service established primitive areas in the State of Oregon, namely the Eagle Cap, Mountain Lakes, and the Mount Jefferson Primitive Areas. Ten years after Regulation L-20, primitive areas totaling about 14.2 million acres, including two canoe areas in Minnesota, had been set-aside on the national forests. Between 1929 and 1939, the following primitive areas were created on national forest lands, listed in chronological order by region, however, a few, such as the Gila Primitive Area, the two roadless areas in Minnesota, and those identified in the Pacific Southwestern Region (Region 5) had been set aside earlier by the District Forester and were later reaffirmed by the Forester in Washington, D.C. under the L-20 regulation.

NORTHERN REGION (Region 1)

Mission Mountains (1931) on the Flathead National Forest.
South Fork of the Flathead (1931) on the Flathead National Forest.
Absaroka (1932) on the Absaroka National Forest (after 1945 on the Gallatin National Forest).
Beartooth (1932) on the Absaroka (later Gallatin) and Custer National Forest.
Spanish Peaks (1932) on the Gallatin National Forest.
Pentagon (1933) on the Flathead National Forest.
Sun River (1934) on the Lewis & Clark National Forest.
Cabinet Mountains (1935) on the Cabinet National Forest (after 1954, the Kaniksu and Kootenai National Forests).
Selway-Bitterroot (1936) on the Bitterroot, Clearwater, Lolo and Nezperce National Forests.
Anaconda-Pintlar (1937) on the Beaverhead, Deerlodge, and Bitterroot National Forests.

[89] "Regulations of the Secretary of Agriculture Related to the Protection, Occupancy, Use, and Administration of the National Forests." *Federal Register* 1:1100 (15 August 1936), p.1100.

ROCKY MOUNTAIN REGION (Region 2)

Mount Zirkel-Dome Peak (1931) on the Routt National Forest.
Gore Range – Eagles Nest (1932) on the Arapaho and Holy Cross (later White River) National Forests.
Cloud Peak (1932) on the Bighorn National Forest.
Rawah (1932) on the Colorado National Forest (later the Roosevelt) National Forest.
Mount Shavano (1932) on the Cochetopa National Forest. Primitive Area discontinued circa 1945.
La Garita – Sheep Mountain (1932) on the Cochetopa National Forest (later on the Gunnison and Rio Grande National Forests). Name shortened to La Garita Wild Area in 1961 upon reclassification.
West Elk (1932) on the Gunnison National Forest.
Upper Rio Grande (1932) on the Rio Grande National Forest.
San Juan (1932) on the San Juan National Forest.
Uncompahgre (1932) on the Uncompahgre National Forest.
Stratified (1932) on the Washakie National Forest (later the Shoshone National Forest).
Flat Tops (1932) on the White River National Forest
Wilson Mountains (1932) on the Montezuma National Forest (later the San Juan and Uncompahgre National Forests) (after 1980, part of the Lizard Head Wilderness).
Maroon Bells – Snowmass (1933) on the Holy Cross National Forest (later the White River) National Forest.
Glacier (1937) on the Washakie National Forest (later the Shoshone National Forest) (Fitzpatrick Wilderness).
Popo Agie (1937) on the Washakie National Forest (later the Shoshone National Forest).

SOUTHWESTERN REGION (Region 3)

San Pedro Parks (1931) on the Santa Fe National Forest.
Galiuro (1932) on the Crook (after 1953 on the Coronado) National Forest.
Mazatzal (1932) on the Tonto National Forest.
Mount Baldy (1932) on the Apache National Forest.
Chiricahua (1933) on the Coronado National Forest.
Gila (1933) on the Gila National Forest (755,000 acres previously set aside in 1924 – 1933, 433,690 acres – see entry for the Black Range, below).
Pecos (1933) on the Carson and Santa Fe National Forests.
Pine Mountain (1933) on the Prescott and Tonto National Forests.
Sierra Ancha (1933) on the Tonto National Forest.
White Mountain (1933) on the Lincoln National Forest.
Blue Range (1933) on the Apache and Gila National Forests.
Black Range (1933) on the Gila National Forest. (169,336 acres, originally part of the 1924 Gila Primitive Area)
Sycamore Canyon (1935) on the Coconino, Kaibab, and Prescott National Forests.

INTERMOUNTAIN REGION (Region 4)

Bridger (1931) on the Wyoming (later Bridger) National Forest.
High Uintas (1931) on the Ashley and the Wasatch National Forests.
Idaho (1931) on the Idaho (later Payette), Challis, and Salmon, National Forests. After the reorganization of the national forests of central Idaho in 1944, the lands of the Boise National Forest included a part of the Idaho Primitive Area.
Hoover (1931) on the Mono (later the Toiyabe – Region 4, and the Inyo – Region 5) National Forests.
Teton (1934) on the Teton National Forest.
Sawtooth (1937) on the Boise, Challis and Sawtooth National Forests.

PACIFIC SOUTHWEST REGION (Region 5)

Salmon-Trinity Alps Primitive Area (1926, reaffirmed 1932) on the Shasta and Trinity National Forests.
Agua Tibia Primitive Area (1929, reaffirmed 1931) on the Cleveland National Forest.
Desolation Valley Primitive Area (1929, reaffirmed 1931) on the Eldorado National Forest.
Emigrant Basin Primitive Area (1929, reaffirmed 1931) on the Stanislaus National Forest.
High Sierra Primitive Area (1929, reaffirmed 1931) on the Inyo, Sierra, and Sequoia National Forests.
Hoover Primitive Area (1929, reaffirmed 1931) on the Mono (later the Toiyabe – Region 4, and the Inyo – Region 5) National Forests.

Middle Eel – Yolla Bolly Primitive Area (1929, reaffirmed 1931) on the California (later Mendocino) and Trinity National Forests. Name changed to Yolla Bolly – Middle Eel Wilderness upon reclassification in 1956.
Mount Dana – Minarets Primitive Area (1929, reaffirmed 1931) on the Mono (later Inyo) and Sierra National Forests.
San Gorgonio Primitive Area (1929, reaffirmed 1931) on the San Bernardino National Forest.
San Jacinto Primitive Area (1929, reaffirmed 1931) on the San Bernardino National Forest.
South Warner Primitive Area (1929, reaffirmed 1931) on the Modoc National Forest.
Telegraph Peak Primitive Area (1929, reaffirmed 1931) on the San Bernardino National Forest (later in 1932 the Cucamonga Primitive Area).
Ventana Primitive Area (1929, reaffirmed 1931) on the Santa Barbara (later the Los Padres) National Forest.

PACIFIC NORTHWEST REGION (Region 6)

Mountain Lakes Primitive Area. Established 1930 on the Crater National Forest (after 1932 on the Rogue River National Forest, after 1961, on the Winema National Forest).
Olympic Primitive Area. Established 1930 on the Olympic National Forest. Largely absorbed by the Olympic National Park in 1938; two remaining non-contiguous remnants discontinued as a Forest Service primitive area, circa 1945.
Eagle Cap Primitive Area. Established 1930 on the Wallowa and the Whitman National Forests.
Mount Jefferson Primitive Area. Established 1930 on the Mt. Hood, Santiam (Willamette) and Deschutes National Forests.
Whatcom Primitive Area. Established 1931 on the Mt. Baker National Forest on 172,800 acres. Enlarged and renamed in 1935, as the North Cascades Primitive Area on 801,000 acres including the area now known as the Pasayten Wilderness.
Mt. Hood Primitive Area. Established 1931 on the Mt. Hood National Forest.
Goat Rocks Primitive Area. Established 1931 on the Rainier National Forest (after 1933 on the Columbia & Snoqualmie National Forests).
Three Sisters Primitive Area. Established 1937 on the Deschutes and the Willamette National Forests.

NORTH CENTRAL REGION (Region 9)

Superior Roadless Area (1926, reaffirmed in 1938) on the Superior National Forest
Little Indian Sioux Roadless Area. Established circa 1940.
Caribou Roadless Area. Established circa 1946. All three Areas were merged into the Superior Roadless Area in 1958.

When it came to mapping these special areas, the terms "Primitive" and "Wilderness" were on occasion only loosely applied. For instance, the very first map of the Anaconda-Pintlar Primitive Area issued in 1938 carried the title, *Anaconda-Pintlar Wilderness Area* even though Regulation L-20 clearly called for naming of such designated areas "primitive areas." Generally, cartographers recognized and implemented Regulation L-20 and primitive areas were labeled as such on administrative and forest visitor maps from this period, 1929-1939. But there are instances where "primitive" and "wilderness" and even "wild" were used interchangeably, especially after 1939 when new wilderness regulations were issued.

It should be noted that two primitive areas were discontinued around 1945, the Mount Shavano Primitive Area in Colorado's San Isabel National Forest and two remnants of the Olympic Primitive Area in Washington State on the southern border and northeast shoulder of the Olympic National Park. The entire Olympic National Monument and most of the former Olympic Primitive Area had been absorbed by the Olympic National Park upon the park's establishment in 1938.

New regulations to govern the administration of special areas within the national forests were issued on September 19, 1939 by Secretary of Agriculture, Henry Wallace. These were the well-known "U-Regulations" and were written by wilderness advocate and then Forest Service employee, Bob Marshall. The U-Regulations superseded the L-20 Regulations of 1929. The U-Regulations were classified and issued under a system developed by the Division of the Federal Register, National Archives Administration by the authority of the Federal Register Act of July 26, 1935 (49 Stat. 500), under Title 36, *Parks and Forests*, Chapter 2, Part 251 "Land Uses:"

> **"251.20 *Wilderness Areas.*** Upon recommendation of the Chief, Forest Service, national forest lands in single tracts not less than 100,000 acres may be designated by the Secretary as "wilderness areas" within which there shall be no roads or other provision of motorized transport, no commercial timber cutting, and no occupancy under special use permit for hotels, stores, resorts, summer homes, organization camps, hunting and fishing lodges, or similar uses: *provided, however,*

That where roads are necessary for ingress or egress to private property these may be allowed under appropriate conditions determined by the forest supervisor, and the boundaries of the wilderness area shall thereupon be modified to exclude the portion affected by the road.

Grazing of domestic livestock, development of water storage projects which do not involve road construction, and improvements necessary for fire protection may be permitted subject to such restrictions as the Chief deems desirable. Within such designated wildernesses, the landing of airplanes on national forest land or water and the use of motorboats on national forest waters are prohibited except where such use has already become well established or for administrative needs and emergencies.

Wilderness areas will not be modified or eliminated except by order of the Secretary. Notice of every proposed establishment, modification, or elimination will be published or publicly posted by the Forest Service for a period of at least 90 days prior to the approval of the contemplated order and if there is any demand for a public hearing, the regional forester shall hold such hearing and make full report thereon to the Chief of the Forest Service, who shall submit it with his recommendations to the Secretary. *Regulation U-1, Sept. 19, 1939; 4 F.R. 3994. Issued under the authority of Section 1, 30 Stat. 35, Section 1, 33 Stat. 628 16 U.S.C. 551, 472."*

In 1940 the Bob Marshall Wilderness Area was created by the reclassification and merger of three primitive areas: the South Fork of the Flathead (1931), Pentagon (1933) and the Sun River (1934) to honor Robert 'Bob" Marshall, head of recreation management for the Forest Service from 1937 until his untimely death on November 11, 1939, and one of the principal founders in 1935 of the Wilderness Society. This action terminated three separate primitive areas and created one new Wilderness Area under the U-1 regulation.

Similarly, Wild Areas were also defined and management procedures established in Regulation U-2 in the same *CFR* Title. The main difference is that Wild Areas contained less than 100,000 acres and these smaller areas could be designated as Wild by the Chief of the Forest Service. The larger Wilderness Areas had to have the approval of the Secretary of Agriculture.

"251.21 *Wild Areas.* Suitable areas of national forest land in single tracts of less than 100,000 acres, but not less than 5,000 acres may be designated by the Chief, Forest Service, as "Wild Areas," which shall be administered in the same manner as Wilderness Areas, with the same restrictions on upon their use. The procedure for establishment, modification, or elimination of wild areas shall be as for wilderness areas, except that final action in each case will be by the Chief. *Regulation U-2, Sept. 19, 1939; 4 F.R. 3994. Issued under the authority of Section 1, 30 Stat. 35, Section 1, 33 Stat. 628 16 U.S.C. 551, 472."*

For example, on March 25, 1948, the Chief of the Forest Service, Lyle F. Watts, dedicated the Gates of the Mountains Wild Area on 28,562 acres of the Helena National Forest. The name came from the journals of Lewis and Clark. The explorers noted that these mountains seemed to bar their passage up the Missouri River on their journey to the Pacific.

The 1939 U Regulations stood for 25 years until the passage of the Wilderness Act of 1964. All primitive areas created before 1939 would remain primitive areas and newly created areas would be classified either as "Wilderness" or "Wild' based purely on size. However, when these regulations were issued it was announced that all existing primitive areas would be systematically restudied and portions predominantly valuable for wilderness would be reclassified under regulations U-1 and U-2. Forest Service cartographers, as has been noted, would often apply the U-Regulations to pre-1939 primitive areas and name them accordingly. For instance, the less than 100,000-acre Mission Mountains Primitive Area in Montana was labeled a primitive area on 1938 maps of the Flathead National Forest, but the 1948, 1951, and 1954 maps of the Flathead labeled the tract as being a "Wild" area. At about 74,000 acres, the area could well be classed as "Wild" under the regulation U-2, but because it was set aside in 1931 under Regulation L-20 and not yet reclassified, it was officially and legally known as a primitive area. Similarly, a Bitterroot National Forest map of 1940 carried the name Selway-Bitterroot Primitive Area, but maps from the 1950s label the area as a Wilderness. Indeed, from the 1940s through the middle 1950s, the Forest Service produced thematic maps of the United States showing the agency's "Wilderness and Wild Areas" with all such areas either one or the other, with no mention of any being primitive areas. When national discussions began in earnest on a comprehensive wilderness act in late 1950s, national maps were re-titled as "Wilderness-Type Areas" and indicated "Wilderness" areas created under Regulation U-1, "Wild" areas established under Regulation U-2, and all other areas not so marked or officially reclassified as being primitive areas.[90] Any mistaken identities were corrected on maps of individual forests from about 1956 to 1964 as well. Wilderness legislation then taking shape anticipated the creation of a National

[90] These wilderness type maps of the United States are listed in the Regional Chapter, *The Alaska Region (Region 10) and Mapping of the United States and North America* on this website. For the 1964 map, see Figure 17, Page 51.

Wilderness Preservation System and, upon passage, all areas then designated "Wilderness," "Wild," or "Canoe" for 30 days before passage of the Wilderness Act would immediately become part of the System. Thus, looking at a sequence of Forest Service maps alone, one might suspect that the Forest Service was demoting an existing wilderness or wild area back to primitive area status and thus keeping the area from becoming part of the future National Wilderness Preservation System. But in reality, the Forest Service only corrected and uniformly applied the terms "wilderness," "wild," and "primitive" on its maps to accurately reflect the regulations under which the areas were established (see Figure 17, Page 51).

In addition to new wilderness and wild areas created under the U Regulations, the Forest Service reclassified many primitive areas or parts of them as wilderness and wild areas. In 1940 there were estimated to be some 11,755,149 acres in primitive areas with 2,462,024 in wilderness, wild, or canoe areas. By 1963, primitive areas accounted for 6,017,409 acres, a decrease of 5,737,740, while wilderness, wild, and canoe areas had increased their extent to 8,405,784 acres. This increase represented not only reclassified primitive areas, but also additional land reservations for wilderness purposes, such as the Jarbidge Wild Area in Nevada. [91] The discovery of exactly when a Primitive Area had been reclassified either as Wilderness or Wild before the passage of the Wilderness Act of 1964 can prove to be challenging. At times Forest Service annual reports provided a full date or sometimes only the year an area had been reclassified, or the text on a forest visitor map gave a reclassification date. Whenever a reclassification date previous to 1964 has been found, it has been provided, not in the administrative history of the area's host national forest, but in the descriptive introductory text for that forest.

Before the Wilderness Act of 1964, reclassification of primitive areas sometimes led to acreage reductions. On January 11, 1963, the Forest Service announced the establishment of the Selway-Bitterroot Wilderness encompassing 1,239,840-reclassified acres within the Bitterroot, Lolo, Clearwater, and Nezperce National Forests along the Bitterroot Divide on the Idaho and Montana border. This figure represented a reduction of the former 1,875,306-acre Selway-Bitterroot Primitive Area, established under Regulation L-20 in 1936. While some 72,300 acres outside the original 1936 Primitive Area were added, the southern portion of the former Primitive Area bordering the Salmon River, some 216,870 acres, was detached from the new wilderness and renamed the Salmon River Breaks Primitive Area. Also detached from the new Selway-Bitterroot Wilderness Area were some 490,906 acres of lowland valleys on the periphery of the original primitive area, called the "Magruder Corridor" and the "Lochsa River Face." This area was returned to regular national forest management. On the other hand, the Anaconda-Pintlar Primitive Area was formally reclassified as a Wilderness Area in December of 1962 without a reduction in its original size of 159,000. The Cabinet Mountains Primitive Area was similarly reclassified as a Wild Area early in 1964 without loss of acreage.

Shortly after this action of establishing a smaller, but a more permanent Selway-Bitterroot Wilderness, and days before the passage of the Wilderness Act of 1964, on June 7, 1963, the Forest Service issued Regulation U-2A which extended to primitive areas established before September 29, 1939, or before the advent of the U Regulations, the same protection as wilderness areas, in other words, "administered in the same manner…and with the same restrictions on their use. The procedure for modifying or eliminating primitive areas shall be the same as for wilderness areas, except that final action in each case will be by the Chief [of the Forest Service]" This regulation, classed and numbered as 251.21a "Primitive areas" in the *Code of Federal Regulations* (CFR) also prohibited the establishment of any more primitive areas.[92] Today there is only one remaining primitive area, the Arizona portion of the Blue Range Primitive Area, however, since the disastrous 2011 Wallow Fire that burned a good part of the area, its status remains ambiguous. Since 2013, the Forest Service's annual issues of the *Land Areas Report (LAR)* state that there are "No designated Primitive Areas" Even so, the website for the Apache-Sitgreaves National Forest has paragraphs on the 175,112-gross acre Blue Range Primitive Area in its "Special Places" section.[93] This primitive area was established in 1933 on the Apache and Gila National Forests in both Arizona and New Mexico. The New Mexico portion of this primitive area became the Blue Range Wilderness Area by an act of Congress on December 19, 1980. Wilderness advocates hope that one day the Congress will bestow wilderness status upon the Arizona portion of the Blue Range Primitive Area.

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[91] U.S. House. Committee on Interior and Insular Affairs. Subcommittee on Public Lands. *Additions to the National Wilderness Preservation System.* Hearing, 24, 26, and 27 July 1979. (Serial No. 96-11, Part III). (Washington: U.S. Government Printing Office, 1980). Testimony of M. Rupert Cutler, page 59.

[92] "Designating Areas and Prohibition of Uses," *Federal Register* 28: 111 (7 June 1963) p. 5617-18.

[93] https://www.fs.usda.gov/recarea/asnf/recarea/?recid=75388

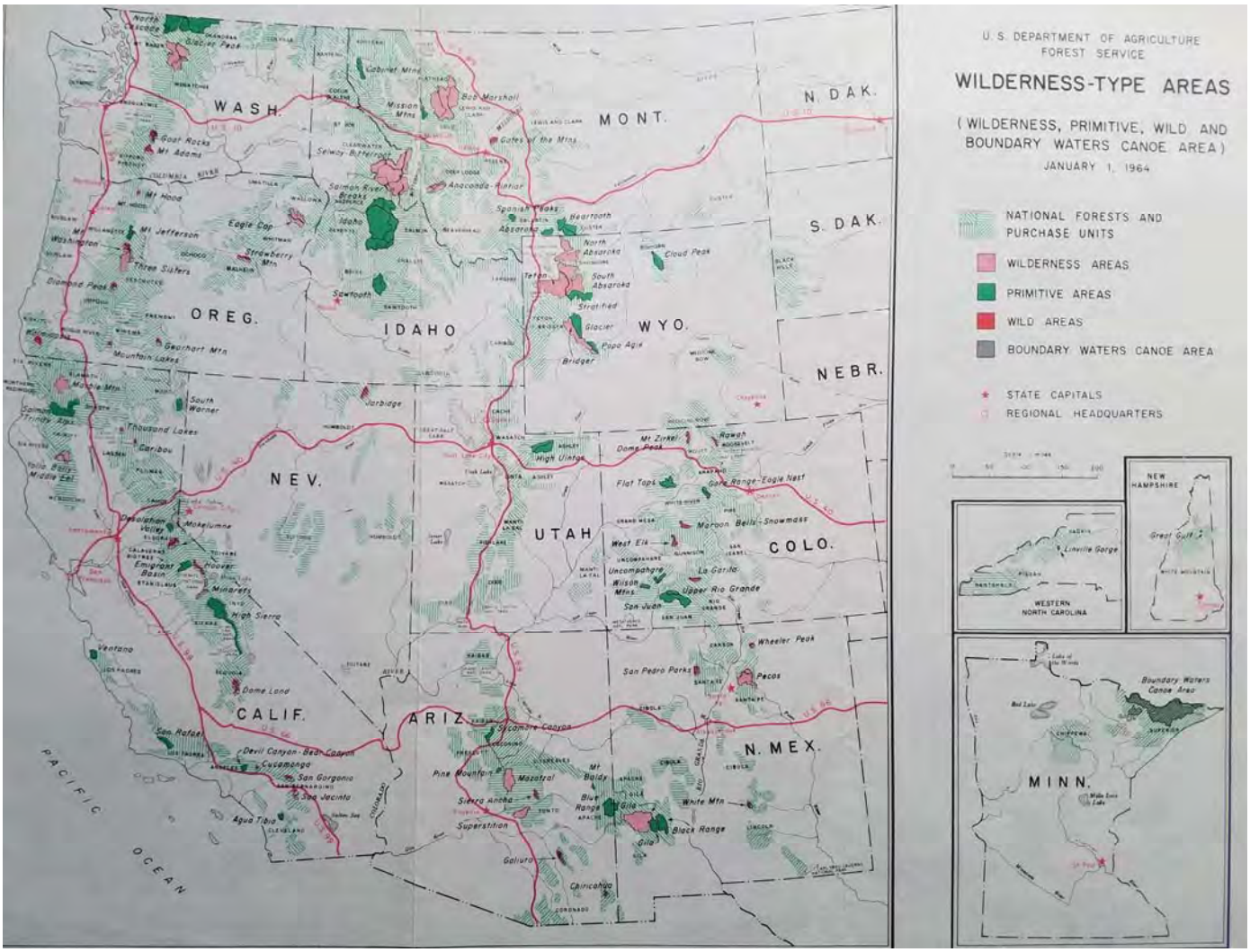

Figure 17: Map showing the location and status of Wilderness, Primitive, Wild Areas, and Boundary Waters Canoe Area as of January 1, 1964, nine months before the passage of the Wilderness Act of 1964. Named Wilderness, Wild, and Canoe Areas would become components of the new National Wilderness Preservation System upon the passage of the 1964 Act, while Primitive Areas, shown on the map in solid green, would be investigated for potential mineral resources and for later reclassification and addition to the System.

The landmark Wilderness Act of 1964 (Public Law 88-577, 78 Stat. 890) established a National Wilderness Preservation System, defined "wilderness," and initiated a ten-year process for identifying areas suitable for wilderness designation. In passing the law, Congress gave itself, for the first time, the power to determine how a particular piece of national forest land was to be classified and used. It decided which previously established areas would immediately become part of the National Wilderness Preservation System by stating in Section 3(a) that "All areas within the national forests classified at least 30 days before the effective date of this Act by the Secretary of Agriculture or by the Chief of the Forest Service as "wilderness," "wild," or "canoe" are hereby designated as wilderness areas."

Under the Wilderness Act, those areas that remained as unclassified Primitive Areas were placed in the review process known as the Roadless Area Review and Evaluation, or RARE. The RARE process began as a system-wide effort in 1967 by the Forest Service and culminated in 1972 in an agency finding that 12,300,000 acres of national forestland were suitable for wilderness designation. However, because the courts ruled that this first study, RARE I, had not fully complied with the National Environmental Policy Act of 1969, its recommendations were abandoned. RARE II was begun in 1977 and its findings, too, were largely overruled by the courts.

Even as the reviews were being conducted, Congress decided several times to act on its own and designate wilderness areas on the national forests. Each additional wilderness area after 1964 was established by a separate Act of Congress, sometimes individually and at other times in large groups spread across the nation. Large omnibus wilderness acts, establishing multiple wilderness areas for particular states, were also passed by the Congress, such as those for California and Washington in the 1980s, but such was not the case for the states comprising Region One. This was due in part to the fact that many of the proposed wilderness areas as well as the remaining Primitive Areas held potential mineral resources. State congressional delegations wanted primitive areas in their states to be thoroughly investigated by the U.S. Geological Survey before converting them to wilderness areas. In the administrative history under each national forest in the Regional Chapters, when a wilderness was established after the 1964 Wilderness Act, that public law will be listed under that particular forest or forests where it was created. For instance, in 1972, Congress established the Scapegoat Wilderness using land from the Helena, Lewis & Clark, and the Lolo National Forests. Information on that public law will be found under all three forests.

The first areas in Alaska to be added to the National Wilderness Preservation System originated with the "Alaska National Interest Lands Conservation Act of 1980." No primitive, wild, or wilderness areas had been desginated either under the 1929 L-20 regulation or the 1939 L-1 and L-2 regulations. Section 703 of the 1980 law created 14 wilderness areas on the Tongass National Forest and Section 704 established the 1.4 million acre Nellie Juan-College Fiord Wilderness Study Area on the Chugach National Forest, which remains, as of this writing (2022) a "study area." The 1980 law also confirmed the Admiralty Island and Misty Fiords National Monuments that had been created earlier by President Carter's proclamations of December 1, 1978. These national monuments also gained wilderness status under the 1980 law. The "Tongass Timber Reform Act" that was signed into law on November 28, 1990 (Public Law 101-626, 104 Stat. 4426) established five more wilderness areas to the Tongass National Forest.

Created exclusively for the Tongass National Forest in Alaska are the "Land Use Designation II" (LUD II) areas. These are management areas that have been specially designated by Congress. They are "characterized by extensive, generally unmodified natural environments, and retain their wildland character, ecologial processes, and natural conditions [and] are only minimally affected by past or current human uses or activities. Users have the opportunity to experince a high-to-moderate degree of independence, closeness to nature, solitude, and remoteness, and may pursue activities requiring self-reliance, challenge, and risk. Interactions between users are infrequest. Recreational facilities and structures are primitive." [94] Like wilderness, these LUD II areas have been classified as "Natural Setting" areas and are established in perpetuity. The first twelve such LUD II Management Areas were created under the 1990 "Tongas Timber Reform Act," that amended the Alaska National Interest Lands Conservation Act and another eight LUD II area came into being in 2014 under the "Sealaska Land Entitlement Finalization," part of the "Carl Levin and Howard 'Buck' McKeon National Defense Authorization Act for Fiscal Year 2015" (Public Law 113-291, 128 Stat. 3720). The Forest Service's fiscal year 2020 priority project list for the Land and Water Conservation Fund included a half million dollars to purchase private land on the Kadashan LUD II Management Area on Chichagof Island.

Congressional designations of certain portions of rivers within the national forests as parts of the National Wild and Scenic River System and special areas established by congressional action as National Recreation Areas and as parts of the National Trails System (both Scenic and Historic Trails) will be noted in the same way as wilderness areas, namely, by referencing the change in status under each forest affected. Also noted are laws that enlarged existing wilderness areas.

VII. National Grasslands

The story of the National Grasslands administered by the United States Forest Service began during the Great Depression when the federal government, under the Agricultural Adjustment Act of 1933 (Public Law 73-10, 48 Stat. 31), the National Industrial Act of 1933 (Public Law 73-67, 48 Stat. 195), and the Emergency Relief Appropriations Act of 1935 (Public Resolution 74-11, 49 Stat. 115), purchased thousands of acres of failing and uneconomical farms in grassland areas and retired them from cultivation. Later, the Bankhead-Jones Farm Tenant Act of July 22, 1937 (Public Law 75-210, 50 Stat. 522) directed the Secretary of Agriculture "to develop a program of land conservation and land utilization, including the retirement of lands, which are submarginal or not primarily suitable for cultivation, in order thereby to correct maladjustments in land use..." [95] Bankhead-Jones led to the acquisition of private submarginal agricultural lands not primarily suitable for agriculture and became in effect the enabling legislation for creating national grasslands, which ultimately added millions of acres to the

[94] U.S. Forest Service, *Tongass National Forest, Land and Resource Management Plan* (Juneau: Alaska Region, 2016), p. 3-70.
[95] *United States Statutes at Large, Volume 50* (Washington D.C.: Government Printing Office, 1937), p. 525.

National Forest System. The purchased lands were called Land Utilization (LU) projects or Land Adjustment Demonstration Projects, or Submerged Land Projects and between 1933 and 1946, there were some 250 projects on 11.3 million acres in 45 states with a cumulative cost to the federal government of about $4.40 per acre. Approximately five and a half million of these acres were in the Great Plains, including more than three-quarters of a million acres in the Dust Bowl areas of the 1930s. Another 1.5 million acres were in the Eastern States, primarily the Southeast, and the remainder in the West. The Department of Agriculture's Resettlement Administration first administered the projects and, at the same time, helped farm families find new opportunities and livelihoods in other areas. By 1937 responsibility for these lands passed from the Resettlement Administration to the Farm Security Administration. In 1938, the lands were again transferred, this time to the Soil Conservation Service, the Agriculture Department agency that began the process of rehabilitation of the purchased lands by planting pasture grass, regulating grazing on virgin rangeland, and building flood control structures. The federal government, acting with grazing associations and Soil Conservation Districts, managed the grasslands in the most efficient manner possible and all agencies worked together to improve the range in every respect.

Figure 18: The National Grasslands administered by the Forest Service from a Forest Service publication dated September 1999.

Under an Administrative Order issued by the Secretary of Agriculture dated December 24, 1953 (effective January 1, 1954), the administration of 7,278,800 acres of Land Utilization (LU) lands in 82 projects remaining at that time passed to the Forest Service, although before this date, 40 LU Projects totaling 1,523,400 acres had already been transferred to the national forests either by executive order or congressional action. However, after 1954, the Forest Service was given the responsibility to act as an interim manager of all LU Projects until such time as a plan to dispose of the lands had been developed. From the beginning of deposition program until 1958, the Department of Agriculture had transferred title to about six million acres to

states and to colleges around the country or to other agencies of the federal government. For instance, in fiscal year 1958, over two million acres were transferred to the Bureau of Land Management and the Fish and Wildlife Service, agencies of the Department of the Interior, in Montana, New Mexico, Texas, and California, while the states of North Carolina and Texas agreed to purchase a total of 128,193 acres from the federal government. Also, between 1954 and 1962, about 1,460,000 Land Utilization Project acres were assigned to the Forest Service and had been permanently incorporated into 28 national forests. Four new national forests were formed from six land utilization projects, namely the Tuskegee in Alabama, the Oconee in Georgia, the Tombigbee in Mississippi, and the St. Francis in Arkansas. The remaining LU projects were added to 24 existing national forests such as the Caney Ranger District which had been added to the Kisatchie National Forest in Louisiana.

On June 20, 1960, the Secretary of Agriculture issued a notice in the *Federal Register* (25 FR 5845) designating 3,804,000 acres, or 22 former land utilization projects, as National Grasslands, giving permanent status to these public lands as part of the National Forest System. By order of the Chief of the Forest Service, dated March 16, 1961 (26 FR 2467) the 22 National Grassland areas were grouped into eighteen administrative units and given locally significant names derived from topographic features, Indian nations, and historical associations. Former Land Utilization Project TX-LU-24 became the McClellan Creek National Grassland in FY 1962, increasing to 19 the number of National Grasslands in the system. Today, there are 20 National Grasslands, the most recent being the Butte Valley National Grassland (formerly Land Utilization Project CF-LU-22) in Northern California, dedicated in 1991. The Midewin National Tallgrass Prairie in Illinois, established in 1996, is a 19,000-acre parcel that is being restored from the lands of the former Joliet Army Ammunition Plant, located southwest of Chicago. It was not part of the 1930s land purchase program and is not considered a national grassland. The Forest Service has continually worked to integrate the national grasslands and their personnel into one national system. Helping this effort is the fact that the Forest Service administers the national grasslands with the same principle of multiple-use management as it does with the national forests. The Forest Service has sought to promote stable grassland agriculture, a stronger economy at the local and national level, and the wise use of the national grasslands' many resources, which include outdoor recreation and wildlife conservation. National Grasslands have also been subject to the propensity of the Forest Service to combine administrative functions of multiple National Forest System properties under one Supervisor. In 1998, the National Grasslands of the Region One, namely the Little Missouri, Sheyenne, Cedar River, and Grand River, came under one name as the Dakota Prairie Grasslands. In other Forest Service regions, national grasslands have been combined with nearby national forests such as the Pike-San Isabel National Forests/Cimarron-Comanche National Grasslands, an administrative combination made in 1975 under one Forest Supervisor.

VIII. Emergency Relief Purchases

From the accumulated effects of poor farming practices and low commodity prices of the Depression era, arose several New Deal programs aimed at helping both the land and the destitute farmers recover from the environmental and economic disasters of the 1930s. This effort reflected the "bold, persistent experimentation" [96] plan of action embraced by the Franklin Roosevelt administration to address the ills of rural America during the Great Depression. "New Deal programs for the rural poor began with the Division of Subsistence Homesteads (1933-1934), then changed to the Rural Rehabilitation Division (1934-1935), then the Resettlement Administration (1935-1937), and finally the Farmers' Home Administration (1937-1994)." [97] During 1934 and into 1935, the Forest Service prepared detailed economic and population studies for over 40 possible resettlement projects. The units studied were 100,000 to 500,000 acres in size, including national forest and adjoining lands, each unit constituting of a community of shared economic and social interests. The objective was to determine the need and feasibility of resettlement and rehabilitation projects on the national forests. These studies were turned over to the Resettlement Administration for consideration. Initially then, the Forest Service conceived of resettlement projects that considered all aspects of the poor, the unemployed, and otherwise disadvantaged population of large economically and socially cohesive units, including national forests and to rehabilitate the entire unit, not just resettle the population.[98] Executive Order 7027 that created the Resettlement Administration on May 1, 1935 also embraced this comprehensive planning idea. Its objectives were to, 1) resettle destitute families from both rural and urban areas; 2) initiate conservation projects for soil, erosion and flood control, and reforestation; 3) lend money to help farmers purchase lands or equipment; and finally 4) authorize the Resettlement Administration to acquire through purchase or eminent domain, farms, ranches, or timber lands which could be sold off or transferred to other government agencies. Also, as has been previously mentioned, the

[96] Franklin D. Roosevelt, *Address at Oglethorpe University, May 22, 1932,* reprinted in *The Public Papers and Addresses of Franklin D. Roosevelt, Volume 1, 1928-1932,* (New York: Random House, 1938), p. 639.
[97] Ward Tonsfeldt, *Celebrating the Siuslaw: A Century of Growth,* (Washington, Government Printing Office, 2010), p. 135.
[98] Ferdinand A. Silcox, *Report of the Chief of the Forest Service, 1935,* (Washington: Government Printing Office, 1935), p. 7-8.

Bankhead-Jones Farm Tenant Act of July 22, 1937 (50 Stat. 522) also authorized the Secretary of Agriculture to develop a program of land conservation and also carried appropriations for land purchases.

The Chief of the Forest Service, Ferdinand A. Silcox wrote in his report covering fiscal year 1937,

> "The former Resettlement Administration had planned eventually to turn certain of its acquired lands over to the Forest Service for administration as parts of national forests. Informal agreement was reached, legal and procedural questions are now being worked out, and transfer may be expected of lands which can most effectively and economically be administered as parts of the national forest system." [99]

For economy of administration, the President approved transfer of 262,379 acres, formerly managed by the Resettlement Administration and its successors, to national forest status during fiscal year 1939 and during the same year, the Secretary of Agriculture assigned 314,980 acres acquired under various New Deal programs to the Forest Service for protection and management, most of which were later added to the national forests.[100]

A land acquisition project administered by the Resettlement Administration in 1930s acquired private lands located in the Selkirk Mountains between the Colville and Pend Oreille Rivers in Washington State. The project, named the Northeastern Washington Scattered Settlers' Project was authorized under the National Industrial Recovery Act of June 16, 1933 (Public Law 73-67, 48 Stat. 195), the Emergency Relief Appropriations Act of April 8, 1935 (Public Resolution 74-11, 49 Stat. 115), and the Bankhead-Jones Farm Tennant Act of July 22, 1937 (Public Law 75-210, 50 Stat. 522). Each of these laws authorized the purchase of derelict lands and for the resettlement of their occupants. These lands in Pend Oreille and Stevens Counties, Washington, were turned over the Soil Conservation Service in 1936, whereupon the area was renamed the Northeast Washington Land Utilization Project. But because the SCS lacked fire protection capabilities, Project lands were assigned to the Forest Service for administration. About 40,000 acres of project lands were allocated to the Department of Agriculture's Biological Survey in the spring of 1938. The Forest Service acquired 314,000 acres within the Northeastern Washington Land Utilization Project on August 10, 1939 under an act of Congress (Public Law 76-374, 53 Stat. 1347). The lands were added to the Kaniksu National Forest's Colville and Newport Ranger Districts. The lands that were not added to the Kaniksu National Forest later became the Little Pend Oreille National Wildlife Refuge administered since 1940 by the U.S. Fish and Wildlife Service. The addition of the largest part of the Northeastern Washington Land Utilization Project in 1939 led to the reorganization of the Colville and Kaniksu National Forests and a change in the boundary between Forest Service Regions One and Six four years later in 1943. Since 1964, the Forest Service has listed the Northeast Washington Land Utilization Project (WA-LU-2) in its directory, first at 520 acres, then, by 1983, at 738 acres. Listed today is a 160-acre unit headquartered in Colville, Washington (Pacific Northwest Region), but is not identified on the maps of the Colville or Kaniksu National Forests issued between 1964 and the present. Additional Emergency Relief land purchases were made and added to other national forests before World War II. These are identified in the introductory texts and in relevant official administrative actions under individual national forests in the Regional Chapters.

IX. Modern Consolidations, World War II to the Present

In contrast to the establishment of national forests and the modification of their boundaries where it was required by law that a legal instrument, such as the proclamation, executive order, or act of Congress, to be used to create forest reserves and to make boundary changes, in administrative mergers the Forest Service was not required to use such legal instruments to organize itself or the forests it manages to carry out its responsibilities under the law. The result has been ever longer lists of "Proclaimed Forests" having their administrative functions consolidated under hyphenated forest names. The administrative combinations do not affect the proclamations that established them, or the other formal actions that have changed forest boundaries or names, or created wilderness, primitive, and recreation areas. Creating hyphenated forests is purely an administrative action to reduce costs.

[99] Ferdinand A. Silcox, *Report of the Chief of the Forest Service, 1937,* (Washington: Government Printing Office, 1937), p. 15.
[100] Ferdinand A. Silcox, *Report of the Chief of the Forest Service, 1939,* (Washington: Government Printing Office, 1939), p. 35.

In 1954, the North Pacific Region (after 1949, the Pacific Northwest Region) combined the administrative functions of the Wallowa and the Whitman National Forests in northeastern Oregon under one forest supervisor, the first such combination that took place in the West without the issuance of a formal legal instrument, such as a law, proclamation, or order.[101] These two "proclaimed" forests, as they are called, remained legally separate, but with a single administrative staff, one headquarters location, under a single supervisor. There are instances where it can be difficult to discover when an actual administrative merger took place. Each proclaimed national forest is separately listed and statistics provided in the Forest Services' annual *Land Areas of the National Forest* System. The LAR Report does not offer statistical information on administratively combined national forests such as the Wallowa-Whitman. The Chief of the Forest Service, Richard E. McArdle justified forest consolidations in his annual report for 1955: "In the interest of more effective and economical administration of the national forests and service to the people dependent upon them, several consolidations were made during 1955. Better transportation and communication systems are two of the many factors which make it possible to consolidate units without sacrificing service to national forest users."[102]

The precedent for grouping proclaimed forests for the purposes of economic administration can be found in the 1930s when former purchase units and lands acquired under the various relief programs of the New Deal became national forests. On the same day, October 13, 1936, four purchase units in Texas were proclaimed national forests by President Franklin D. Roosevelt. Later that year, the four new national forests were grouped together by the Forest Service as the *National Forests in Texas* with headquarters in Houston, moving shortly thereafter to Lufkin, Texas. All four forests, the Angelina, Davy Crockett, Sabine, and Sam Houston, never very large, took on aspects of ranger districts under the larger unit, but remained separate in several ways. For instance, each proclaimed forest distributes forest receipts under law only to the counties where the forest is located. Today the "National Forests and Grasslands in Texas" includes the four proclaimed forests listed above, the Lyndon B. Johnson National Grassland, and a research station. Similar administrative mergers of separately proclaimed national forests occurred in the states of Alabama, Florida, Mississippi, Missouri, and North and South Carolina from the 1930s through the present. The arrangement suited the Forest Service's desire for efficiency and satisfied county administrators who did not have to share forest receipts from their local forest with other counties.

Perhaps a rationale for supporting the Forest Service's continued use of the hyphenated forest might be found in an incident that occurred in Utah on the Intermountain Region. By the mid-1940s, the La Sal National Forest in southeastern Utah with adjoining lands in Colorado was the smallest national forest in Region 4. Forest consolidations had been mandated from Washington at this time and staff at headquarters in Ogden had first considered merging the La Sal with the Uinta National Forest and then with the Manti National Forest. Ultimately, the decision was made to transfer the La Sal to the Manti. The Secretary of the Interior issued Public Land Order No. 618 on November 28, 1949 and made effective retroactively to July 1, 1949, adding all lands of the La Sal National Forest to the Manti National Forest. Following custom, after the merger, the name, La Sal, was discontinued. But the people of southeastern Utah, who were quite proud of the stunningly beautiful La Sal Mountains that gave their name to the local national forest, objected to the disappearance of the name La Sal, which had been used for the mountain range since the eighteenth century. The Forest Service, sensitive to public opinion, issued another Public Land Order, no. 667 on August 28, 1950 formally changing the name of the newly enlarged Manti National Forest to the Manti-La Sal National Forest, preserving both names. This is the only hyphenated forest in existence that has been created through a formal federal government order. The Forest Service had discovered that people close to their federal forest often had a great affection for indigenous names and held their local forest name in high esteem. It appeared that local citizens would not want forest names to disappear altogether. Administrative consolidations would continue but not at the expense of losing established "proclaimed" names, with only a few exceptions. In Arthur Carhart's words, "administrative executions"[103] would become the exception now and not the rule.

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[101] The merger of the Shasta and Trinity National Forests in California and the Uncompahgre and Grand Mesa National Forests in Colorado also occurred in 1954. Preparations for the merger of the Wallowa and Whitman National Forests were being made even before the 1954 merger in terms of mapping and the assignment of administrative responsibilities for the Blue Mountains division of the Whitman National Forest to the adjacent Malheur National Forest.

[102] Richard E. McArdle, *Report of the Chief of the Forest Service, 1955,* (Washington, D.C. : U.S. Government Printing Office, 1955), page 14.

[103] Arthur H. Carhart, *The National Forests,* New York: Knopf, 1959, page 9.

The Chief of the Forest Service, Richard E. McArdle justified forest consolidations in his annual report for 1955:

> "In the interest of more effective and economical administration of the national forests and service to the people dependent upon them, several consolidations were made during 1955. Better transportation and communication systems are two of the many factors which make it possible to consolidate units without sacrificing service to national forest users." [104]

Chief McArdle moved on in the same report to describe the consolidations of the Harney with the Black Hills National Forest and discontinuing the Harney name, the elimination of the Cabinet National Forest by distributing its lands to the Kaniksu, Kootenai, and Lolo National Forests, the renaming of the Chelan to the Okanogan National Forest, and the return of the Bellevue-Savanna National Forest in Illinois to the Army, but he did not take advantage of the opportunity provided by his report to explain the administrative mergers of proclaimed national forests in Colorado, Oregon, and California into hyphenated national forests that had also occurred in fiscal year 1955.

Together with administratively combining forests, there is also the trend for the Forest Service to have one forest's lands administered by another. When the three national forests of the Idaho Panhandle merged in 1973, the Montana lands of the Kaniksu National Forest were handed to its neighbor, the Kootenai National Forest to administer. Likewise, the Colville National Forest was given the task of administering the Kaniksu's lands in Washington State, even though the Colville had just been returned to the Pacific Northwest Region for management. It is a pattern that is repeated all over the National Forest System. Instead of legally transferring these lands to the forest that actually manages them, these lands are simply turned over to adjacent forests to administer in the proclaimed forest's name. Administrative consolidations over time have reduced the number of ranger districts within individual national forests as well.[105] Furthermore, for matters of efficiency and economy, the Forest Service has at times been given administrative responsibilities over Bureau of Land Management lands adjacent to national forests. This kind of administrative arrangement leads to confusing maps and mental conceptions of the geographic extent of individual federal forests and it gives credibility to the notion that, in time, all federal public land will eventually be administered by one agency.

The acquisition, disposal, and exchange of national forest lands was radically changed by the National Forest Management Act of 1976 (PL 94-588, 90 Stat. 2949). This law amended the Forest and Rangeland Renewable Resources Planning Act of 1974 that directed the Forest Service to protect, develop, and enhance the productivity and other values through long-range planning to ensure the future supply of forest resources while maintaining a quality environment. The 1976 law, among many other provisions, declared that no land reserved or withdrawn from the public domain as national forests shall be returned to the public domain except by an act of Congress. Presidential executive orders, proclamations, and Public Land Orders could no longer serve as vehicles for alienating national forest land. In fact, Public Land Order 5608 granting two small home sites on the Chugach National Forest was revoked as this Public Land Order had been issued after the October 22, 1976 passage of the National Forest Management Act. Therefore, after this date, land and boundary changes were almost entirely made by an act of Congress as evidenced in the Regional Chapters under the administrative history of each of the present-day national forests.

The 1976 law also transferred the duties and responsibilities of the National Forest Reservation Commission established under the Weeks Law of 1911 to the Secretary of Agriculture, who was required thereafter to report all land acquisition activities to congressional committees having oversight responsibilities for the Forest Service before the particular land purchase or exchange could take place. Land exchanges for the purpose of land ownership consolidations has long been a Forest Service objective, but beginning in the 1970s and beyond, the number of acres exchanged has diminished in the face of strong public objections. Public concern with land exchanges emphasized the social and economic impact on their historic uses of the public lands eyed for exchange with private interests. Local governments were also concerned with exchange proposals when they would adversely affect county revenues derived from the National Forest System land base. Large land exchanges have been made since 1976 only by an act of Congress.

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[104] Richard E. McArdle, *Report of the Chief of the Forest Service, 1955.* (Washington: Government Printing Office, 1955, p. 14.

[105] See Richard E. McArdle, *Report of the Chief of the Forest Service, 1958,* (Washington: Government Printing Office, 1959), p 24, where the Chief reports on a 1958 study to determine the proper size of ranger districts, where policies were developed for establishing, dividing, and combining ranger districts to improve administration.

X. Future Trends & Notes Concerning the Administrative Histories of Each Forest

A landmark piece of public lands legislation passed both houses of Congress and was signed on March 30, 2009. The "Omnibus Public Land Management Act of 2009" (123 Stat. 991), Public Law 111-11, combined 159 separate bills considered by the Senate Committee on Energy and Natural Resources during the 110th and earlier Congresses. The large Democratic majorities in both houses of the 111th Congress ensured passage of the law that included many provisions including an expansion of the National Wilderness Preservation System by two million acres and other smaller provisions that could not be administratively achieved at the agency level. The provisions of the act are included in the Regional Chapters under each affected national forest, from creating new wilderness areas to the transfer of 9.67 acres of Helena National Forest land, known as the Elkhorn Cemetery, to the care of Jefferson County, Montana. After the 111th Congress, federal legislation concerning the public lands has been passed in the form of individual laws for individual exchange projects, one-time land transfers to local governments for recreational uses, as well as in large omnibus acts. As urban development runs up against the national forests, Congress has transferred national forest land to local governments as in Public Law 113-291 (128 Stat. 3757) of December 19, 2014. This law authorized the conveyance without cost of 100 acres of Wasatch National Forest to the City of Fruit Heights, south of Ogden, Utah, for public purposes.

The Land and Water Conservation Fund has consistently been the principal funding method used to acquire new recreation land for the Forest Service, for land management and recreation agencies in the Department of the Interior, as well as for state, and local park departments. In addition, the Forest Service administers a voluntary program called the Forest Legacy Program that provides grants to states for the purchase of conservation easements and acquisition of environmentally sensitive or threatened forest lands.

Since the dissolution of the National Forest Reservation Commission in 1976, which formerly administered the Land and Water Conservation Fund for the Forest Service, a more streamlined decision-making process has been developed. Once the Congress authorizes LWCF resources for use by the Forest Service and other land management agencies, nominated lands for acquisition are sent from the regional offices to the Lands and Realty Management Office headquartered in Washington Office. Selections at the Regional level are ranked using the Strategic Landscape Acquisition Ranking System (SLARS). Nominations are further sorted using a system of national scoring ensuring that selections are competitive, and merit based. Recommendations are forwarded to the Executive Office of the President for inclusion in the President's budget which is sent to the Congress for consideration. If approved by Congress, the Lands staff in the Washington Office then coordinate the acquisition of the property or the easement selected. The Land and Water Conservation Act of 1965 has been renewed once in 1990 for a second 25-year period and is set to expire in 2015. The legal authorization of the LWCF expired on Sunday, September 30, 2018. The Land and Water Conservation Fund was permanently reauthorized as part of the bipartisan John D. Dingell, Jr. Conservation, Management, and Recreation Act, signed into law on March 12, 2019. It requires at least 40% of funds to be used by federal agencies and at least 40% to be allocated to the states. The Land and Water Conservation Fund has often purchased land acquired by land trusts such as the Conservation Fund and the Nature Conservancy. Purchase units established by the Secretary of Agriculture, such as the Sur Sur (1993) and Twin Peaks (1995) Purchase Units on the California Coast, have enabled the Forest Service to purchase lands in the units using the Land and Water Conservation Fund.

Immediately below is a chronology of the laws and decisions affecting the National Forest System. Many of these laws were determining factors shaping the National Forest System and, where applicable, are referred to in the administrative histories of each forest found in the Regional Chapters. Each Regional Chapter reprints the chronology but with the addition of laws and regulations that affected that particular region. Likewise, the Regional Chapters at times carry special features that address the issue of changing District/Regional boundaries such as the addition of the administrative history of the Kaibab National Forest in the Intermountain Region chapter, since the Kaibab began its story in 1908 as part of District 4 before being transferred to the Southwestern Region in the 1930s or the Colville National Forest in the history of the Northern Region between 1943-1973. In the Southern and Eastern Region chapters, attention is given to Purchase Units established by the National Forest Reservation Commission, but were later terminated by the Commission because no land had been acquired. Finally, the Regional Chapter for Region 10, the Alaska Region, there is found a special section on the maps of the United States and North America showing the national forests, made by the Forest Service, U.S. Geological Survey, and U.S. General Land Office.

If a particular forest existed before and after the name change from "Forest Reserve" to "National Forest" on March 4, 1907, both those names are given in the title as they were referred to using both names. Under each forest reserve or national forest, a short description text, an administrative history, and the cartographic record of the forest from its beginning to 1975 is provided.

XI. CHRONOLOGICAL LISTING OF LAWS AND REGULATIONS AFFECTING THE ADMINISTRATIVE HISTORY OF THE NATIONAL FOREST SYSTEM

President authorized to reserve public land as forest reserves. Also known as the "Creative Act."
1891, March 3 **(26 Stat. 1095)**
"An Act to repeal timber culture-laws and for other purposes" "Sec. 24. That the President of the United States may, from time to time, set apart and reserve, in any State or Territory having public land bearing forests, in any part of the public lands wholly or in part covered in timber or undergrowth, whether of commercial value or not, as public reservations, and that the President shall, by public proclamation, declare the establishment of such reservations, and the limits thereof." (26 Stat. 1103)

First Forest Reserve proclaimed, the Yellowstone Park Timber Land Reserve.
1891, March 30 **(26 Stat. 1565)**
"Now, therefore, I, Benjamin Harrison, President of the United States by virtue of the power in me vested, do hereby make known and proclaim that there has been and is hereby reserved from entry or settlement and set apart for a public forest reservation all that tract of land situate in the State of Wyoming contained within the following described boundaries."

"Printing Act of 1895"
1895, January 12 **(28 Stat. 601)**
This law centralized government printing and established an office of the Superintendent of Documents (Section 61) within the Government Printing Office. Principal among the many duties assigned to the newly created office was the responsibility for maintaining a mailing list of depository libraries and the shipping of government documents (including Forest Service folded forest visitor maps) to these libraries. Other duties of the office included the publication of a comprehensive index of public documents (Section 65) and the publication of a catalog of government publication on the first day of every month, *Monthly Catalog of United States Government Publications*, begun in 1895 (Section 69 of the law).

"Washington Birthday Reserves."
1897, February 22 **Presidential proclamations (29 Stat. 893-912)**
Thirteen new forest reserves created, effectively withdrawing from settlement or development, 21 million acres in the western United States igniting a furor in the Congress and among western political and civil leaders. This action led to the June 4, 1897 "Organic Act" featured immediately below. Established on the 22nd of February, 1897 were the Bitter Root, Lewis & Clarke, Flathead, and Priest River Forest Reserves (Region 1); Black Hills and Big Horn (Region 2); the Uintah and Teton (Region 4); the San Jacinto and Stanislaus Forest Reserves (Region 5); Mount Rainier (an enlargement and name change of the former Pacific Forest Reserve), Olympic, and Washington Forest Reserves (Region 6).

The "Organic Act" for federal forestry.
1897, June 4 **(30 Stat. 11, particularly 34)**
"An Act Making appropriates for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-eight and for other purposes." The law detailed specific purposes for which forest reserves could be established and provided for the administration and protection of the forest reserves. The U.S. Geological Survey was charged with surveying, evaluating, and reporting on the resources of the forest reserves. The president was authorized to modify any past or future "Executive Order" to reduce the land area of a forest reserve, change boundaries, or completely overturn an order creating such a reserve. This law also suspended President Cleveland's Washington Birthday Reserves in Wyoming, Utah, Montana, Washington, Idaho, and South Dakota proclaimed earlier in 1897 and restored the lands to the public domain. However, it also carried a provision that all such lands included in the forest reserves established by Presidential proclamations on February 22, 1897, not otherwise disposed of before March 1, 1898 became forest reserves as intended by the proclamations. Thus the effective date of Proclamations of the Washington Birthday Reserves became March 1, 1898 for the 11 forest reserves in those six states. The two Washington Birthday Reserves in California, the San Jacinto and the Stanislaus were not affected by this legislation.

"An Act Making appropriations for the Department of Agriculture for the fiscal year ending June thirtieth, nineteen hundred and two."
1901, March 2 **(31 Stat., 922, particularly 929)**
Bureau of Forestry established in the Department of Agriculture from the former Division of Forestry, established in 1881.

"An Act Providing for the transfer of forest reserves from the Department of the Interior to the Department of Agriculture."
1905, February 1 **Public Law 58-34 (33 Stat. 628)**
Administration of the forest reserves was transferred from the Department of the Interior to the Department of Agriculture. Also known as the "Transfer Act." On March 3, 1905, the Agriculture Department's Bureau of Forestry renamed the U.S. Forest Service effective July 1, 1905 (33 Stat. 861, 872-873).

"An Act for the protection of American Antiquities."
1906, June 8 **Public Law 59-209 (34 Stat. 225)**
"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…"

"Forest Homestead Act."
1906, June 11 **Public Law 59-220 (34 Stat. 233)**
The Secretary of Agriculture was authorized to identify lands in the forest reserves better suited for agriculture and open these lands for entry under the laws of the Homestead Act. Act repealed by the Forest Service Omnibus Act of 1962, (Public Law 87-869, 76 Stat. 1157). The Act exempted forest reserves in California, not by forest, but by county: Inyo, Tulare, Kern, San Luis Obispo, Santa Barbara, Ventura, Los Angeles, San Bernardino, Orange, Riverside, and San Diego. Effectively, it exempted the Sierra, San Luis Obispo, Santa Barbara, San Bernardino, San Gabriel, and San Jacinto Forest Reserves. Also known as the "June 11th Act."

"Midnight Reserves"
1907, March 1 & 2 **Presidential proclamations (34 Stat. 3278 to 3301)**
President Theodore Roosevelt created 17 new forest reserves and made additions to existing forest reserves in the western United states setting aside over 16 million acres before the Fulton Amendment (see below, March 4, 1907) prohibiting new forest reserves in six western states became law.

Forest Reserves renamed National Forests. "An Act Making appropriations to the Department of Agriculture for the fiscal year ending June thirtieth, nineteen hundred and eight."
1907, March 4 **Public Law 59-242 (34 Stat. 1256, particularly 1269)**
Under "GENERAL EXPENSE, FOREST SERVICE: To enable the Secretary of Agriculture to experiment and to make and continue investigations and report on forestry, forest reserves, which shall be known hereafter as national forests, forest fires, and lumbering:…."

Fulton Amendment (Senator Charles W. Fulton of Oregon) prohibited the President from establishing new national forests or adding land to existing national forests in six western states.
1907, March 4 **Public Law 59-242 (34 Stat. 1256, particularly 1271)**
"An Act Making appropriations to the Department of Agriculture for the fiscal year ending June thirtieth, nineteen hundred and eight." The Forest Service appropriation included a condition that "hereafter, no forest reserve shall be created, nor shall any additions be made to one heretofore created, within the limits of the States of Oregon, Washington, Idaho, Montana, Colorado, or Wyoming, except by Act of Congress." California was added to this prohibition in 1912; Arizona and New Mexico in 1926. Montana was exempted from this Law in 1939.

"Twenty-Five Percent Fund" established.
1908, May 23 **Public Law 60-136 (35 Stat. 260)**
"An Act Making appropriations to the Department of Agriculture for the fiscal year ending June thirtieth, nineteen hundred and nine." Under the chapter appropriating funds for the Forest Service the "Twenty-Five Percent Fund" is established. 25% of all money received from each forest shall be paid to the state or territory in which the forest is located for the benefit of public schools and roads in the county or counties in which the national forest is situated.

"An Act to authorize the President of the United States to make withdrawals of public lands in certain cases."
1910, June 25 **Public Law 61-303 (36 Stat. 847)**
Authorized the president to make temporary withdrawals of public lands for "water-power sites, irrigation, classification of lands or other public purposes specified in the orders of withdrawal." Withdrawals were to remain in effect until revoked by either the president or by Congress. The law specifically states, "That hereafter no forest reserve shall be created, nor shall any additions be made to one heretofore created within the limits of the States of Oregon, Washington, Idaho, Montana, Colorado, or Wyoming, except by act of Congress," thus repeating the restrictions of the Fulton Amendment of March 4,

1907 (see above). The Act was amended by Public Law 62-316 of August 24, 1912 (37 Stat. 497) adding, among other provisions, the State of California to the list of states covered by the Fulton Amendment. This law allowed the president to temporarily withdraw land for classification purposes pending a determination as to the advisability of reserving the land so withdrawn for addition to the national forests, national parks and monuments, Indian Reservations, reservoir sites, and other public purposes. Many Forest Service ranger stations and other administrative sites were located on land withdrawn under this law. Also, land was withdrawn in advance of Congressional action, such as deeding property to cities and states for watershed protection and public parks. In some cases, land was withdrawn to settle land claims or to adjust inaccurate public land surveys.

"Weeks Law."
1911, March 1 **Public Law 61-435 (36 Stat. 961)**
Authorized the Secretary of Agriculture to cooperate with states in the protection of watersheds of navigable streams including fire protection with matching funds. Funds were appropriated for the acquisition of land at the headwaters of navigable streams. Established the National Forest Reservation Commission to be the arbitrator upon such lands recommended for purchase by the Secretary of Agriculture. Such purchased lands were to be administered as national forest lands. By 1914, enough land had been acquired through the Weeks Law that a separate District 7 was established to administer these lands in the eastern United States.

"Appropriations Act for the Department of Agriculture for Fiscal Year 1913."
1912, August 10 **Public Law 62-261 (37 Stat. 269, particularly 287)**
Under the section on appropriations for the Forest Service: "That the Secretary of Agriculture is hereby directed and required to select, classify, and segregate, as soon as practicable, all lands within the boundaries of the national forests that may be open to settlement and entry under the homestead laws applicable to the national forests, and the sum of twenty-five thousand dollars is hereby appropriated for the purposes aforesaid." Congress continued to fund classification activities for several more years. Many acres of national forest land were eliminated under this classification policy.

District 7 (Eastern District) created.
1914, July 1 **Action by the Secretary of Agriculture**
"These [National] Forests are administered through an organization which groups in large districts, each with its central office in charge of a District Forester. The number of these districts was increased from 6 to 7 on July 1, 1914, through the creation of a new district with headquarters in Washington." (Robert S. Graves, *Report of the Forester 1914/1915*, page 1)

National Park Service established.
1916, August 25 **Public Law 64-235 (39 Stat. 535)**
"That there is hereby created in the Department of the Interior a service to be called the National Park Service…"

First National Forest consisting of lands purchased under the Weeks Law proclaimed.
1916, October 17 **Proclamation 1349 & 1350 (39 Stat. 1811)**
Lands in North Carolina were designated by the Secretary of Agriculture under section 11 of the Weeks Law of 1911 as the Pisgah National Forest on September 29, 1916. Pisgah National Forest was formally proclaimed a national forest by President Wilson by Proclamation 1349 on October 17, 1916. Pisgah Game Refuge was proclaimed the same day in Proclamation 1350.

Forest Service Districts given names.
1919, April **Action by the Forester**
The *April Field Program, 1919,* which served as the Forest Service staff directory, provides names for each Forest Service District that had until that time been identified only by number. The annual Forest Service publication, *National Forest Areas, June 30, 1919* followed and also named each of the seven districts: District 1 – Northern District; District 2 – Rocky Mountain District; District 3 – Southwestern District; District 4 – Intermountain District; District 5 – California District; District 6 – North Pacific District; District 7 – Eastern District. Neither publication specifically referred to or explained the reason behind the newly named districts.
Alaska District created.

1921, January 1 **Action by the Secretary of Agriculture**
National Forest lands in the Territory of Alaska separated from District 6 "North Pacific District" and designated District 8, the "Alaska District."

"An Act To consolidate national forest lands."

1922, March 20 **Public Law 67-173 (42 Stat. 465)**

The Secretary of the Interior, acting with the consent of the Secretary of Agriculture, is authorized to exchange land within the exterior boundaries of national forests for private land or for federally owned timber of equal value. This law is often referred to as the "General Exchange Act" and such exchanges were not subject to the approval of the National Forest Reservation Commission. See below, Public Law 68-513 (43 Stat. 1090) February 28, 1925, for the "Weeks Law Exchange" Act.

First Wilderness established.

1924, June 3 **Action by the Southwestern District Forester**

The first wilderness area was established on the Gila National Forest, New Mexico. Advocated by Aldo Leopold, the establishment of a wilderness in 1924 was a unilateral Forest Service action. Congress officially designated the Gila Wilderness as part of the National Wilderness Preservation System in 1964 (see below under September 3, 1964)

"Clarke-McNary Act."

1924, June 7 **Public Law 68-270 (43 Stat. 653)**

The Secretary of Agriculture was authorized to cooperate more fully with the states to protect forest resources by fire suppression, research, examination of forest tax laws, forest husbandry, and extension services, and importantly, amended the Weeks Law of 1911 by authorizing the purchase of land for timber production purposes as well as for the protection of rivers and streams used for navigation and irrigation. This provision effectively extended the acquisition of national forest land under the Weeks Law to the cut-over areas of the states of the Great Lakes and southern pineries. The first purchase units proposed after passage of this law were the Tawas (Huron) and Mackinac (Hiawatha) Units on the Michigan National Forest, the Superior Unit in Minnesota, and the Choctawhatchee and Ocala Units on the Florida National Forest. The Secretary of Agriculture was authorized (Section 7) to accept donations of land from private parties to be included in the national forests and to identify which public lands would be valuable for protection of water supply and timber production and could be economically administered as parts of the national forests. Section 8 authorized the Secretary of Agriculture to ascertain and determine the location of public lands chiefly valuable for the protection of water supply and timber production and forward the findings to the National Forest Reservation Commission who would forward their recommendations to the president. The president would lay the findings of the commission before the Congress for action. Section 9 authorized the Secretary of Agriculture to establish national forests within the boundaries of any Government reservation, except national parks, mineral reservations, Indian Reservations, and national monuments. This led to the creation of many national forests on military reservations in 1924-25.

"Exchange Act of 1925."

1925, March 3 **Public Law 68-591 (43 Stat. 1215)**

Amends Section 7 of the Weeks Law to permit land exchanges or exchanges of timber on federal land for private land upon the recommendation of the Secretary of Agriculture and with the approval of the National Forest Reservation Commission in order to beneficially consolidate national forest lands for more efficient and economical administration. These exchanges were called "Weeks Law Exchanges" now authorized for purchase units.

"An Act limiting the creation or extension of forest reserves in New Mexico and Arizona."

1926, June 15 **Public Law 69-392 (44 Stat. 745)**

"No forest reservation shall be created, nor shall any additions be made to one heretofore created, within the limits of the States of New Mexico or Arizona except by Act of Congress."

"McNary – Woodruff Act."

1928, April 30 **Public Law 70-326 (45 Stat. 468)**

Appropriated 8 million dollars to purchase land under the Weeks and Clarke-McNary Acts during the 1929-1931 fiscal years inclusive. This authorization led to the establishment of the Lake States District (District 9) to administer land purchases in that District. Act also limited federal forest land purchases using the funds authorized under this law to one million acres in any one state. Expires June 30, 1931.

Lake States District (District 9) established.

1928, December 22 **Action by the Secretary of Agriculture**

A District 9, the Lake States District, was established by the Secretary of Agriculture on December 22, 1928 (effective January 1, 1929), with District Headquarters located first in Madison, Wisconsin, in office space in the Forest Service's Forest Products Laboratory. District Headquarters were soon thereafter relocated to Milwaukee. The new district managed national forest properties in the States of Michigan, Wisconsin, and Minnesota, formerly administered by District 2, the Rocky Mountain District.

Region 9 expanded.

1930, March 1 **Action by the Secretary of Agriculture**

The states of Illinois, Indiana, Iowa, Missouri, and Ohio added to the Lake States District (Region 9), formerly part of the Eastern Region (Region 7). (Robert Y. Stuart, *Report of the Forester, Fiscal Year 1930*, Page 14-15).

"Districts" renamed "Regions."

1930, May 1 **Action by the Forester**

Chief Forester Robert Y. Stuart renames all U.S. Forest Service "districts" as "regions" in order avoid confusion with ranger districts. Numerical designations remain the same.

Lake States Region renamed the North Central Region.

1933 **Action by the Secretary of Agriculture**

Lake States Region (Region 9) renamed the North Central Region and retained its numerical designation as Region 9. The change in name is due to the expansion of the forest land purchase program into the forests of the Ohio River Valley, Missouri, Iowa, and North Dakota. The annual *National Forest Areas* report of June 30, 1933 uses the new regional name, "North Central Region," for the first time. The important 1:7,000,000-scale, *National Forests, State Forests, National Parks, National Monuments, and Indian Reservations* of the entire United States dated 1934 names Region 9 as the "North Central Region" in its text. It should be stated that the small pamphlet map issued by the U.S. Forest Service in 1934, 1936 and again in 1937 entitled *National Forest and Related Data* with the folded panel title, *The National Forests and Field Offices of the United States Forest Service,* still identified the area as the "Lake States Region."

"Organization of Executive Agencies."

1933, June 10 **Executive Order No. 6166, Section 2**

Among many other changes, this Executive Order placed all national monuments and military monuments under the jurisdiction of the Department of the Interior, transferring many from the management of the Forest Service and the War Department. These transferred monuments included Mt. Olympus National Monument in Washington State, Gila Cliff Dwellings National Monument in New Mexico, and Lava Beds National Monument in California to name only a few. The Executive Order became effective 61 days after it was issued (Section 22) thus the official transfer of jurisdiction for all national monuments under U.S. Forest Service management occurred on August 10, 1933.

To establish fish and game sanctuaries in the National Forests.

1934, March 10 **Public Law 73-120 (48 Stat. 400)**

Authorized the President to establish fish and game sanctuaries within national forests upon the recommendation of the Secretaries of Agriculture and Commerce upon the approval of the state legislature in which the forest was situated.

The "Taylor Grazing Act of 1934."

1934, June 28 **Public Law 73-482 (48 Stat. 1269)**

Authorized, among other actions, the Secretary of the Interior to organize 80 million acres of unreserved public lands into grazing districts. Section 13 allowed the President to reserve, in states where it was permitted to do so, through Executive order, unappropriated public lands within watersheds administered by the national forests, lands more suitable for timber management, and to add those lands to existing national forests, and to transfer existing national forest land to the Department of the Interior, those lands being, in the Secretary's opinion, more suitable for grazing under the provisions of the Taylor Grazing Act. The Act was amended in 1935 to increase the acreage to be included in grazing districts to 142 million acres, and Executive orders in November 1934 and February 1935 effectively closed the public domain to entry.

Southern Region (Region 8) established.

1934, July 1 **Action by the Secretary of Agriculture**

"Extension of national forest areas in the East made it advisable to establish, effective July 1, [1934], another regional office with headquarters at Atlanta, Ga. It has supervision over forests and related functions in the Southeastern States." (Ferdinand A. Silcox, *Report of the Forester 1934*, (Washington, D.C.: Government Printing Office, 1934), page 6). The former Region 8, the Alaska Region, given the numerical designation of Region 10.

The "Fulmer Act."

1935, August 29 **Public Law 74-395 (49 Stat. 963)**

The Secretary of Agriculture was authorized by this act to enter into cooperative agreements with the states in the establishment of State forests and appropriates funds for that purpose not to exceed five million dollars per year. All forest land purchases under the act required prior review and approval by the National Forest Reservation Commission. No land so acquired by the Commission using federal funds would be turned over to the states to be managed as a state forest unless requirements are met such as the enforcement of tax delinquency laws. The Commission, while supporting the new law and its potential for forest conservation, was skeptical that five million dollars per year, and perhaps amounts much smaller than that, would not greatly reduce the need for the continuation of the existing federal forest land acquisition program under the Weeks Law and its amendments with full Congressional support. The law was named for Congressman Hampton Pitts Fulmer (1875-1944) of South Carolina a long-time member of the House Agriculture Committee and its Chairman from the 76th Congress to the 78th.

Forest Service regulations appear in the *Federal Register*.

1936, August 15 **1 Federal Register 1090-1103**

"Regulations of the Secretary of Agriculture Relating to the Protection, Occupancy, Use, and Administration of the National Forests" included the full text of L-20 on "Experimental Forests and Ranges" addressing the establishment of primitive areas (page 1100). Oddly, regulation L-20 has been inadvertently undesignated.

"Bankhead-Jones Farm Tennant Act."

1937, July 22 **Public Law 75-210 (50 Stat. 522)**

Title III of this act "Retirement of submarginal Land" ordered the Secretary of Agriculture to develop a program of land conservation and land utilization which led to the acquisition of private lands that were submarginal agricultural lands or not primarily suitable for agriculture. These lands were later grouped into Land Utilization Projects for each state and in 1954, transferred to the Forest Service for management and disposal. Many were absorbed into existing national forests, later organized into National Grasslands, such as the Sheyenne National Grassland in North Dakota, deeded or sold to states, or used to establish new national forests such as the Tuskegee National Forest in Alabama.

Land use regulations affecting Wilderness, Wild, and other special areas announced and codified.

1939, September 19 **4 Federal Register 3994**

Secretary of Agriculture, Henry Wallace, published in the *Federal Register* dated September 20, 1939, proposed land use regulations on the establishment, use, modification, and elimination of Wilderness Areas (Regulation U-1), Wild Areas (Regulation U-2), Recreation Areas (Regulation U-3), Experimental and Natural Areas (Regulation U-4), Public Camp Grounds (Regulation U-5), and Occupancy and Use (Regulation U-6). These later appear in the 1939 supplement to the *Code of Federal Regulations* Chapter 36, Part 2, Section 251.20 through 251.25. Wilderness Areas were defined as areas being over 100,000 acres and Wild Areas were those under 100,000 acres. The first edition of the Code of Federal Regulations issued in 1938 and its supplement did not include regulations on primitive or wilderness areas, perhaps because they were in revision at the time.

"Authorizing the Secretary of the Interior to withdraw and reserve public lands."

1942, April 24 **Executive Order 9146 (7 Federal Register 3067)**

Authorized the Secretary of the Interior to sign all orders withdrawing or reserving public lands and all orders revoking or modifying such orders, provided that such orders had the prior approval of the President's Budget Office, the Attorney General, were published in the *Federal Register*, and with the advance concurrence of the executive agency concerned. The effect of this order initiated the use of the Public land Order issued by the Secretary of the Department of the Interior as the instrument for most boundary modifications to the national forests and decreased the reliance on the President's Executive Orders and official Proclamations.

"Authorizing the Secretary of the Interior to withdraw and reserve lands of the public domain and other lands owned or controlled by the United States."

1943, April 23 **Executive Order 9337 (8 Federal Register 5516)**

A restatement of the delegation of authority to reserve or withdraw public lands from the President to the Secretary of the Interior. Superseded Executive Order 9146 of April 24, 1942, but had the same effect.

"Delegating to the Secretary of the Interior the authority of the president to withdraw or reserve lands of the United States for public purposes."

1952, May 26 **Executive Order 10355 (17 Federal Register 4831)**

A restatement of the delegation of authority to reserve or withdraw public lands from the President to the Secretary of the Interior. Superseded Executive Order 9337 of April 23, 1943, but had the same effect.

"Delegations of Authority and Assignment of Functions" for the U.S. Department of Agriculture.

1953, December 24 **Federal Register Notice (19 Federal Register 74-77)**
(effective January 2, 1954)

Under "Forest Service" on page 75 of the Notice, in Section 300H, the Forest Service was given the authority for the "Protection, management and administration under Title III of the Bankhead-Jones Farm Tennant Act (7 U.S. C. 1010-1012), of lands under the administration of the Department of Agriculture including the custodianship of lands under loan to states and local agencies, and in Section 301, the Forest Service was given the authority to issue rules and regulations relating to the national forests and other lands administered for national forest purposes and to lands administered under Title III of the Bankhead-Jones Farm Tennant Act. Thus, lands acquired under the Bankhead-Jones Farm Tennant Act, or the Land Utilization Project lands, 7,278,800 acres, were transferred from the Soil Conservation Service to the U.S Forest Service for administration. The Notice was published in the January 6, 1954 issue of the Federal Register.

"To authorize the interchange of lands between the Department of Agriculture and military departments of the Department of Defense and for other purposes."

1956, July 26 **Public Law 84-804 (70 Stat. 656)**

The effect of this law on national forest land allowed the transfer of the jurisdiction of public lands between U.S. Army and the U.S. Forest Service. Examples of land transfers made under this law would be 1) land exchanged between the Los Padres National Forest and the Army's Fort Hunter-Liggett in the coast range of California in 1956; 2) the transfer of 27,456 acres from the U.S. Army to the national forest in conjunction with the Lake Ouachita project in Arkansas; 3) lands exchanged between the U.S. Army and the Kootenai National Forest in October, 1969, July 1971, and July 1974 connected to the Libby Dam and Reservoir project being constructed by the U.S. Army Corps of Engineers.

"Department of Agriculture Organic Act of 1956."

1956, August 3 **Public Law 84-979 (70 Stat. 1032)**

Among a host of other authorizations, this law's Section 11 authorizes the Department of Agriculture "to acquire land or interest therein, by purchase, exchange, or otherwise, as may be necessary to carry out its authorized work." Section 11 of the Organic Act of 1956 has been invoked along with the "Acceptance of Gifts Act of 1978" to support the acquisition of forestland from non-profit conservation organizations and individuals.

"To provide for the establishment of townsites and for other purposes."

1958, July 31 **Public Law 85-569 (72 Stat. 438)**

Allows the Secretary of Agriculture to set aside and designate an area not to exceed 640 acres for any single application, as a townsite from any national forest land after a satisfactory showing of a need for such a designation by any county, city, or other local governmental division. Includes provisions and procedures.

"To facilitate administration and management by the Secretary of Agriculture of certain lands of the United States within National Forests."

1958, September 2 **Public Law 85-862 (72 Stat. 1571)**

Confers Weeks Law status to about 1.4 million acres of federal land within the external boundaries of the National Forests.

"Administration of lands under Title III of the Bankhead-Jones Farm Tennant Act by the Forest Service."

1960, June 20 **Federal Register Notice (25 Federal Register 5845)**

Converted 22 Land Utilization Projects listed in this notice by the Secretary of Agriculture to National Grasslands administered by the Forest Service. The Notice was published in the June 24, 1960 issue of the Federal Register. This part was amended by the addition of two more Land Utilization Projects in Texas, namely, Boggy Creek (TX-22) and McClellan

Creek (TX-24) on December 6, 1962, 27 *Federal Register* 12217-12218) Boggy Creek is now part of Black Kettle National Grasslands and McClellan Creek is the McClellan Creek National Grasslands.

"Grouping of the National Grasslands into administrative units and providing specific designations therefore."
1961, March 16 (effective April 1, 1961) Federal Register (26 Federal Register 2467)
Grouped 22 Land Utilization Projects listed in the June 20, 1960 edition of the *Federal Register* into 18 named National Grasslands in a new Section of Title 36 of the *Code of Federal Regulations,* namely Section 213.5, but currently part of Section 213.1.

Allows public lands suitable for forestry purposes and lands acquired under Section 8 of the Taylor Grazing Act of 1934 to be added to the National Forest System.
1962, July 9 Public Law 87-140 (76 Stat. 140)
Lands acquired under the gift and exchange provisions of Section 8 of the Taylor Grazing Act of 1934 and are within the boundaries of the national forests, and which are determined to be suitable for forestry purposes by the Secretary of Agriculture, may be reserved by the issuance of a Public Land Order by the Secretary of the Interior and ordered added to the national forest.

"Depository Library Act of 1962."
1962, August 9 Public Law 87-579 (76 Stat. 352)
The most significant legislative revision of the depository library program since the Printing Act of 1895 significantly expanding the scope of publications distributed to depository libraries to include documents produced in agency printing plants. The immediate effect was to increase the number of depository libraries from 592 in 1962 to 993 by the end of the decade principally due to the creation of new regional depositories (2 in each state) and revising the qualifications for libraries to become depositories.

Policies and procedures regarding the selection, establishment, and administration of National Recreation Areas.
1963, March 26 Circular #1, President's Recreation Advisory Council
Circular #1 sets forth the Council's findings, definitions, selection criteria, the establishment and administration of National Recreation Areas for all agencies to follow. States that "National Recreation Areas shall be established by an act of Congress.
http://npshistory.com/publications/admin_policies/policy3-appb.htm

"Wilderness Act."
1964, September 3 Public Law 88-577 (78 Stat. 890)
Established a National Wilderness Preservation System, defined "wilderness," and began a ten-year process for identifying areas suitable for wilderness designation. [78 Stat. 891] "Sec. 3. (a) All areas within the national forests classified at least 30 days before the effective date of this Act by the Secretary of Agriculture or by the Chief of the Forest Service as "wilderness," "wild," or "canoe" are hereby designated as wilderness areas. "The Act also provided for a formal review of 34 remaining National Forest Primitive Areas occupying 5.5 million acres by 1974 under the RARE (Roadless Area Review and Evaluation) process.

"Land and Water Conservation Fund Act of 1965."
1964, September 3 Public Law 88-578 (78 Stat. 897)
Effective January 1, 1965, the Act established a land and water conservation fund in the U.S. Treasury to assist in preserving, developing, and assuring accessibility to outdoor recreation resources. Proceeds from offshore drilling fees, entrance fees collected by federal agencies, federal surplus property sales, and motorboat fuel taxes shall be deposited into the fund and funds distributed to the states and to federal agencies. Includes provisions for land acquisition by federal land management agencies including the U.S. Forest Service. The fund can be used in support of outdoor recreation, under a few provisions, to purchase private lands within the boundaries of established national forests, wilderness areas, and purchase units approved by the National Forest Reservation Commission. Purchases can be made outside the boundaries of the national forests of up to 500 acres in the case of any one forest that would comprise and integral part of a forest recreational management area. Not more than 15% of the acreage acquired using the fund shall be in areas west of the 100th Meridian for the Forest Service. The LWCF was extended for another 25 years in 1990 and again in 2019. The legal authorization of the LWCF expired on Sunday, September 30, 2018. The LWCF was permanently reauthorized as part of the bipartisan John D. Dingle, Jr. Conservation, Management, and Recreation Act, signed into law on March 12, 2019. It requires that at least 40% of funds be used by federal agencies and at least 40% be allocated to the states. Under "Great American Outdoors Act" of August 4, 2020, Congress committed itself to permanently funding the Land and Water Conservation Fund Act at $900 million a year.

"Providing for Establishing User Fees Pursuant to the Land and Water Conservation Act of 1965."
1965, February 26 **Executive Order 11200 (30 Federal Register 2645)**
A system of "designated areas" will be created by eight Federal agencies named in the order that administer recreation lands as of 1965, and after 1965, entrance, admission, or other recreation user fees collected by eight Federal agencies will be added to the Land and Water Conservation Fund to support outdoor recreation.

Reorganization of the Eastern and Southern Regions by the termination of Region 7.
Fiscal Year 1966 **Action by the Chief, Forest Service**
"…other actions were taken to improve efficiency and to reduce administrative costs. The Regional Office at Upper Darby, Pa., was discontinued, and the administration of seven northeastern National Forests placed under Regional Offices in Milwaukee (White Mountain, Green Mountain, Allegheny, and Monongahela National Forests) and Atlanta (Daniel Boone, George Washington, and Jefferson National Forests)." (Edward P. Cliff, *Report of the Chief of the Forest Service, 1966,* p. 36). Region 7, the smallest of the 10 Regions, was eliminated. With the reorganization of the former North Central Region into a larger Eastern Region, the national grasslands in the state of North Dakota were formally transferred to the Northern Region for management. After the merger, the North Central Region was renamed the Eastern Region and retained its regional number 9. No specific effective date of the merger has been discovered and indications are that the decision had been made by the Chief of the Forest Service to transfer Region 7's national forests to Regions 8 and 9 in September of 1965 after a policies and practices review had been completed, headed by Edwin Deckerd of the Bureau of the Budget, on July 2, 1965. Implementation of the merger occurred during the last months of 1965 and the first months of 1966.

"Wild and Scenic Rivers Act."
1968, October 2 **Public Law 90-542 (82 Stat. 906)**
Establishes a National Wild and Scenic Rivers System, defines "wild," "scenic,," and "recreational" and immediately designates portions of eight rivers as Wild and Scenic: 1) Middle Fork, Clearwater River, Idaho 2) Eleven Point River, Missouri 3) Feather River, California 4) Rio Grande, New Mexico 5) Rogue River, Oregon 6) Saint Croix, Minnesota and Wisconsin 7) Middle Fork, Salmon River, Idaho 8) Wolf River, Wisconsin. The Secretary of Agriculture was assigned administrative responsibility for the Clearwater, Eleven Point, Feather, Salmon with shared jurisdiction over the Rogue River in Oregon with the Department of the Interior. In addition to designating these eight rivers as the initial components of the National Wild and Scenic Rivers System, the act also identified 27 additional rivers as potential additions to the system.

"National Trails System Act."
1968, October 2 **Public Law 90-543 (82 Stat. 919)**
Instituted "a national system of recreation and scenic trails," designated the Appalachian Trail and the Pacific Crest Trail as initial components of the system, and prescribed the methods and standards by which additional components might be added to the system. 14 other potential trails were authorized to be studied and examined for possible inclusion in the national system of trails. Eight National Scenic Trails have been established, four administered by the U.S. Forest Service (Continental Divide National Scenic Trail, established 1978, Florida National Scenic Trail, established 1976, the Pacific Crest National Scenic Trail, established in 1968, and the Pacific Northwest National Scenic Trail designated in 2009. Fifteen National Historic Trails were in place with only one such trail administered by the Forest Service, the 1,170-mile-long Nez Perce (Nee-Me-Poo) National Historic Trail, from Wallowa Lake, Oregon to the Bear Paw Mountains in Montana, established on October 6, 1986 (Public Law 99-455, 100 Stat. 1122). All other National Scenic and National Historic Trails are administered by agencies of the U.S. Department of the Interior, even though many run through or touch upon the National Forests. The Act was amended by Public Law 100-470 of October 4, 1988 (102 Stat. 2281) which recognized that state and local governments had a role to play under the National Trails System Act and to establish guidelines and principles in the case of abandoned rights of ways.

"National Environmental Policy Act of 1969."
1970, January 1 **Public Law 91-190 (83 Stat. 852)**
Established a national policy for the environment and a Council on Environmental Quality. Mandated "Environmental Impact Statements" in particular circumstances.

"Forest and Rangeland Renewable Resources Planning Act of 1974."
1974, August 17 **Public Law 93-378 (88 Stat. 476)**
Directs the Forest Service to protect, develop, and enhance the productivity and other values through long-range planning to ensure the future supply of forest resources while maintaining a quality environment. The law requires that a renewable resource assessment and a Forest Service plan be prepared every ten and five years, respectively, in order to prepare for the future of the natural resources under its care. The law's Section 10 (88 Stat. 480) defines the "National Forest System."

"To further the purposes of the Wilderness Act…"

1975, January 3 **Public Law 93-622 (88 Stat. 2096)**

The landmark wilderness act for the Eastern and Southern United States, designating 16 new wilderness areas from New England to Arkansas and orders the review of 17 wilderness study areas for possible future addition to the National Wilderness Preservation System. Often known by its popular name, "The Eastern Wilderness Areas Act."

"Federal Land Policy and Management Act"

1976, October 21 **Public Law 94-579 (90 Stat. 2743)**

The Federal Land Policy and Management Act, or FLPMA governs the way in which the public lands administered by the Bureau of Land Management are managed. However, because the law addresses land use planning, land acquisition and dispositions (FLPMA, Title II), it necessarily includes the National Forest System in sections that deal with these topics and has a section on "National Forest Townsites," revising the Act of July 31, 1958 (72 Stat. 438, see above). Updated by the "Federal Land Transaction Facilitation Act of 1988" (PL 100-409, 102 Stat. 1086) and the "Federal Land Transaction Facilitation Act of 2000" (PL 106-248, 114 Stat. 613).

"National Forest Management Act of 1976."

1976, October 22 **Public Law 94-588 (90 Stat. 2949)**

Act amends the Forest and Rangeland Renewable Resources Planning Act of 1974. Significantly, revises Section 10 of the 1974 law (now renumbered Section 9) that "Notwithstanding the provisions of the Act of June 4, 1897, no land now or hereafter reserved or withdrawn from the public domain as national forest [under various laws] shall be returned to the public domain except by an act of Congress." Section 17 repeals Section 4 and 5 of the Weeks Law, thus transferring all functions of the National Forest Reservation Commission to the Secretary of Agriculture, effectively abolishing the Commission. Prohibits the Secretary of Agriculture to enter into any agreement to purchase or to exchange land for or in the National Forests valued at over $25,000 until after 30 days of submitting a report to the committees of the House and Senate which have oversight responsibilities over the National Forest System among other provisions.

"Acceptance of Gifts Act of 1978."

1978, October 10 **Public Law 95-442 (92 Stat. 1065)**

Authorizes the Secretary of Agriculture "to accept, receive, hold, utilize, and administer on behalf of the United States gifts, bequests or devices of real and personal property made for the benefit of the United States Department of Agriculture or for the carrying out of any its functions." This law, along with Section 11 of the Organic Act of 1956, has been invoked to support the acquisition of forest land in cooperation with non-profit conservation organizations and individuals.

"Federal Land Exchange Facilitation Act of 1988."

1988, August 20 **Public Law 100-409 (102 Stat. 1086)**

The purpose of the law is to facilitate and expedite land exchanges pursuant to the Federal Land Policy and Management Act of 1976 and other laws administered by the Department of the Interior and Agriculture by providing uniform rules and regulations pertaining to land appraisals and to establish procedures and guidelines for the resolution of disputes. Also, by providing sufficient resources for land exchange activities and to require a study and report on the handling of information related to federal lands.

"National Forest System Month, 1991."

1991, June 28 **Proclamation 6311 (195 Stat. 2631)**

Recognizes the Centennial of the National Forest System and proclaims the month of June 1991 as National Forest System Month and encourages all Americans to join in celebrating 100 years of natural resources stewardship by the Forest Service.

"Federal Land Transaction Facilitation Act of 2000."

2000, July 25 **Public Law 106-248 (114 Stat. 613)**

Acknowledges that Federal land management agencies of the Interior and the Agriculture Departments have the authority under the Federal Land Policy and Management Act of 1976 to sell, exchange, and acquire land and also acknowledges that the sale or exchange of land between the federal government and private landowners would facilitate and make more efficient federal land management. This law provides for a more expeditious process for disposal and acquisition of land.

"Education Land Grant Act."
2000, December 28 **Public Law 106-577, Title II (114 Stat. 3070)**
Authorizes the Secretary of Agriculture to convey National Forest System lands to a public school district to use for educational purposes at the discretion of the Secretary acting under certain guidelines outlined in the law. Such a conveyance not to exceed 80 acres at any one time. Allows for subsequent applications for additional land conveyances.

Centennial of the Forest Service, 2005.
2005, February 7 **Proclamation 7865 (119 Stat. 3699)**
Presidential Bush proclaimed February 1, 2005 as the Centennial of the Forest Service of the Department of Agriculture, calling upon the people of the United States "to recognize this anniversary with appropriate programs, ceremonies and activities in honor of the Forest Service's contributions to our country.

"Forest Service Facility Realignment and Enhancement Act of 2005."
2005, August 2 **Public Law 109-54, Title V (119 Stat. 559)**
Authorizes the Secretary of Agriculture to convey an administrative site, facility, or improvement at fair market value and to use the proceeds for the acquisition, improvement, maintenance, reconstruction, or construction of a facility for the National Forest System and, where applicable, reasonable brokerage fees.

"Omnibus Public Land Management Act of 2009."
2009, March 30 **Public Law 111-11 (123 Stat. 991)**
A landmark piece of public lands legislation that combined 159 separate bills considered by the Senate Committee on Energy and Natural Resources during the 110th and earlier Congresses. The law expanded the National Wilderness Preservation System by two million acres, conveyed and exchanged lands, added to the National Trails System and to the National Wild and Scenic Rivers System, designated 10 new National Heritage Areas, dealt with ocean exploration, domestic water rights, and included many other provisions. Section 5205 of the law (123 Stat. 158) designated the Pacific Northwest National Scenic Trail extending approximately 1,200 miles from the Continental Divide in Glacier National Park to the Pacific Ocean in the Olympic National Park to be administered by the U.S. Forest Service.

"John D. Dingle, Jr. Conservation, Management, and Recreation Act."
2019, March 12 **Public Law 116-9 (133 Stat. 580)**
Includes land exchanges and conveyances, public land management issues, wilderness creation, wild and scenic river designations and a great many other issues, including the "Lake Fannin Land Conveyance of 2,025 acres from the Caddo National Grassland to Fannin County, Texas.

"Great American Outdoors Act."
2020, August 4 **Public Law 116-152 (134 Stat. 682)**
A landmark bill committing $900 million a year for the Land and Water Conservation Fund and a one-time $9.5 billion boost to help catch up over the next five years on maintenance needs at National Parks, National Forests, and other public land management agencies. In addition to funding public land maintenance backlog, the legislation's signal breakthrough is establishing permanent funding for the conservation fund at $900 million a year, ending chronic underfunding for the program.

Creation of a "Federal Advisory Committee" to address derogatory geographic names.
2021, November 19 **Secretary of the Interior Order No. 3405**
The National Park Service is directed to form a discretionary advisory committee under the Federal Advisory Committee Act to solicit, review, and recommend changes to derogatory geographic and Federal land names. Acting through the United States Board on Geographic Names, this Federal Advisory Committee will help facilitate the review of proposed name changes.

XII. Index to Forest Reserves and National Forests, 1891 – 2022
(Present-day National Forests in bold type)

A

Absaroka Forest Reserve, Montana, 1902-1903	Northern (Region 1)
Absaroka National Forest, Montana, 1908-1945	Northern (Region 1)
Afognak Forest and Fish Culture Reserve, Alaska, 1892-1908	Alaska (Region 10)
Alabama National Forest, Alabama, 1918-1936	Southern (Region 8)
Alamo National Forest, New Mexico, 1908-1917	Southwestern (Region 3)
Alexander Archipelago Forest Reserve & National Forest, Alaska, 1902-1908	Alaska (Region 10)
Allegheny National Forest, Pennsylvania, 1923-Present	Eastern (Region 9)
Angeles National Forest, California, 1908-Present	Pacific Southwest (Region 5)
Angelina National Forest, Texas, 1936-Present	Southern (Region 8)
Apache National Forest, Arizona-New Mexico, 1908-Present	Southwestern (Region 3)
Apalachicola National Forest, Florida, 1936-Present	Southern (Region 8)
Aquarius Forest Reserve & National Forest, Utah, 1903-1908	Intermountain (Region 4)
Arapaho National Forest, Colorado, 1908-Present	Rocky Mountain (Region 2)
Arkansas National Forest, Arkansas, 1908-1926	Southern (Region 8)
Ashland Forest Reserve & National Forest, Oregon, 1893-1908	Pacific Northwest (Region 6)
Ashley National Forest, Utah-Wyoming, 1908-Present	Intermountain (Region 4)

B

Baboquivari Forest Reserve & National Forest, Arizona, 1906-1908	Southwestern (Region 3)
Baker City Forest Reserve & National Forest, Oregon, 1904-1906	Pacific Northwest (Region 6)
Battlement National Forest, Colorado, 1908-1924	Rocky Mountain (Region 2)
Battlement Mesa Forest Reserve & National Forest, Colorado, 1892-1908	Rocky Mountain (Region 2)
Bear Lodge Forest Reserve & National Forest, Wyoming, 1907-1908	Rocky Mountain (Region 2)
Bear River Forest Reserve & National Forest, Idaho-Utah, 1906-1908	Intermountain (Region 4)
Beartooth National Forest, Montana, 1908-1932	Northern (Region 1)
Beaver Forest Reserve & National Forest, Utah, 1906-1908	Intermountain (Region 4)
Beaverhead National Forest, Montana, 1908-Present	Northern (Region 1)
Bellevue-Savanna National Forest, Illinois, 1926-1954	Eastern (Region 9)
Benning National Forest, Georgia, 1924-1927	Southern (Region 8)
Bienville National Forest, Mississippi, 1936-Present	Southern (Region 8)
Big Belt Forest Reserve & National Forest, Montana, 1905-1908	Northern (Region 1)
Big Burros Forest Reserve & National Forest, New Mexico, 1907-1908	Southwestern (Region 3)
Big Hole Forest Reserve & National Forest, Montana, 1906-1908	Northern (Region 1)
Big Horn Forest Reserve & National Forest, Wyoming, 1897-1908	Rocky Mountain (Region 2)
Bighorn National Forest, Wyoming, 1908-Present	Rocky Mountain (Region 2)
Bitter Root Forest Reserve & National Forest, Idaho-Montana, 1897-1908	Northern (Region 1)
Bitterroot National Forest, Montana-Idaho, 1908-Present	Northern (Region 1)
Black Hills Forest Reserve & National Forest, South Dakota-Wyo., 1897-Present	Rocky Mountain (Region 2)
Black Mesa Forest Reserve & National Forest, Arizona, 1898-1908	Southwestern (Region 3)
Black Warrior National Forest, Alabama, 1936-1942	Southern (Region 8)
Blackfeet National Forest, Montana, 1908-1935	Northern (Region 1)
Blue Mountains Forest Reserve & National Forest, Oregon, 1906-1908	Pacific Northwest (Region 6)
Boise National Forest, Idaho, 1908-Present	Intermountain (Region 4)
Bonneville National Forest, Wyoming, 1908-1916	Rocky Mountain (Region 2)
Boone National Forest, North Carolina, 1920-1921	Southern (Region 8)
Bridger National Forest, Wyoming (First), 1911-1923	Intermountain (Region 4)
Bridger National Forest, Wyoming (Second), 1941-Present	Intermountain (Region 4)
Bull Run Forest Reserve & National Forest, Oregon, 1893-1908	Pacific Northwest (Region 6)

C

Cabinet Forest Reserve & National Forest, Montana-Idaho, 1907-1954	Northern (Region 1)
Cache National Forest, Utah-Idaho, 1908-Present	Intermountain (Region 4)

Calaveras Big Tree National Forest, California, 1909-1990	Pacific Southwest (Region 5)
California National Forest, California, 1908-1932	Pacific Southwest (Region 5)
Caribbean National Forest, Puerto Rico, 1935-2007	Southern (Region 8)
Caribou Forest Reserve & National Forest, Idaho-Utah-Wyoming, 1907-Present	Intermountain (Region 4)
Carson National Forest, New Mexico, 1908-Present	Southwestern (Region 3)
Cascade Forest Reserve & National Forest, Oregon, 1907-1933	Pacific Northwest (Region 6)
Cascade Range Forest Reserve, Oregon, 1893-1907	Pacific Northwest (Region 6)
Cassia Forest Reserve & National Forest, Idaho, 1905-1908	Intermountain (Region 4)
Cave Hills Forest Reserve & National Forest, South Dakota, 1904-1908	Northern (Region 1)
Challis National Forest, Idaho, 1908-Present	Intermountain (Region 4)
Charleston Forest Reserve & National Forest, Nevada, 1906-1908	Intermountain (Region 4)
Chattahoochee National Forest, Georgia, 1936-Present	Southern (Region 8)
Chelan National Forest, Washington, 1908-1955	Pacific Northwest (Region 6)
Chequamegon National Forest,Wisconsin, 1933-Present	Eastern (Region 8)
Cherokee National Forest, Tennessee, 1920-Present	Southern (Region 8)
Chesnimnus Forest Reserve, Oregon, 1905-1907	Pacific Northwest (Region 6)
Cheyenne National Forest, Wyoming, 1908-1910	Rocky Mountain (Region 2)
Chippewa National Forest, Minnesota, 1928-Present	Eastern (Region 9)
Chiricahua Forest Reserve & National Forest, Arizona-New Mexico, 1902-1917	Southwestern (Region 3)
Choctawhatchee National Forest, Florida (First), 1908-1911	Southern (Region 8)
Choctawhatchee National Forest, Florida (Second), 1927-Present	Southern (Region 8)
Chugach National Forest, Alaska, 1907-Present	Alaska (Region 10)
Cibola National Forest & Grasslands, New Mexico-Oklahoma-Texas, 1931-Present	Southwestern (Region 3)
Clark National Forest, Missouri, 1939-1976	Eastern (Region 9)
Clearwater National Forest, Idaho, 1908-Present	Northern (Region 1)
Cleveland National Forest, California, 1908-Present	Pacific Southwest (Region 5)
Cochetopa National Forest, Colorado, 1908-1944	Rocky Mountain (Region 2)
Cochetopah Forest Reserve & National Forest, Colorado, 1905-1908	Rocky Mountain (Region 2)
Coconino National Forest, Arizona, 1908-Present	Southwestern (Region 3)
Coeur d'Alene Forest Reserve & National Forest, Idaho, 1906-Present	Northern (Region 1)
Colorado National Forest, Colorado, 1910-1932	Rocky Mountain (Region 2)
Columbia National Forest, Washington, 1908-1949	Pacific Northwest (Region 6)
Colville Forest Reserve & National Forest, Washington, 1907-1943 & 1974-Present	Pacific Northwest (Region 6)
Colville National Forest, Washington, 1943-1974	Northern (Region 1)
Conecuh National Forest, Alabama, 1936-Present	Southern (Region 8)
Coquille Forest Reserve & National Forest, Oregon, 1907-1908	Pacific Northwest (Region 6)
Coronado National Forest, Arizona-New Mexico, 1908-Present	Southwestern (Region 3)
Crater National Forest, Oregon, 1908-1932	Pacific Northwest (Region 6)
Crazy Mountains Forest Reserve & National Forest, Montana, 1904-1908	Northern (Region 1)
Croatan National Forest, North Carolina, 1936-Present	Southern (Region 8)
Crook National Forest, Arizona, 1908-1953	Southwestern (Region 3)
Crow Creek Forest Reserve & National Forest, Wyoming, 1900-1908	Rocky Mountain (Region 2)
Cumberland National Forest, Kentucky, 1937-1966	Southern (Region 8)
Custer National Forest, Montana-South Dakota, 1908-Present	Northern (Region 1)

D

Dakota National Forest, North Dakota, 1908-1917	Northern (Region 1)
Daniel Boone National Forest, Kentucky, 1966-Present	Southern (Region 8)
Datil National Forest, New Mexico, 1908-1931	Southwestern (Region 3)
Davy Crocket National Forest, Texas, 1936-Present	Southern (Region 8)
Deerlodge National Forest, Montana, 1908-Present	Northern (Region 1)
Delta National Forest, Mississippi, 1961-Present	Southern (Region 8)
Deschutes National Forest, Oregon, 1908-Present	Pacific Northwest (Region 6)
DeSoto National Forest, Mississippi, 1936-Present	Southern (Region 8)
Diamond Mountain Forest Reserve & National Forest, California, 1905-1908	Pacific Southwest (Region 5)
Dismal River Forest Reserve & National Forest, Nebraska, 1902-1908	Rocky Mountain (Region 2)
Dix National Forest, New Jersey, 1925-1928	Eastern (Region 9)

Dixie Forest Reserve & National Forest, Utah, 1905-Present	Intermountain (Region 4)
Dragoon National Forest, Arizona, 1907-1908	Southwestern (Region 3)
Durango National Forest, Colorado, 1911-1920	Rocky Mountain (Region 2)

E

Ekalaka Forest Reserve & National Forest, Montana, 1906-1908	Northern (Region 1)
El Yunque National Forest, Puerto Rico, 2007-Present	Southern (Region 8)
Eldorado National Forest, California, 1910-Present	Pacific Southwest (Region 5)
Elkhorn Forest Reserve & National Forest, Montana, 1905-1908	Northern (Region 1)
Eustis National Forest, Virginia, 1925-1927	Southern (Region 8)

F

Fillmore Forest Reserve & National Forest, Utah, 1906-1923	Intermountain (Region 4)
Finger Lakes National Forest, New York, 1983-Present	Eastern (Region 9)
Fish Lake Forest Reserve & National Forest, Utah, 1899-1908	Intermountain (Region 4)
Fishlake National Forest, Utah, 1908-Present	Intermountain (Region 4)
Flathead Forest Reserve, Montana, 1897-1903	Northern (Region 1)
Flathead National Forest, Montana, 1908-Present	Northern (Region 1)
Florida National Forest, Florida, 1911-1927	Southern (Region 8)
Francis Marion National Forest, South Carolina, 1936-Present	Southern (Region 8)
Fremont Forest Reserve & National Forest, Oregon, 1906-Present	Pacific Northwest (Region 6)
Fruita Forest Reserve & National Forest, Colorado, 1906-1908	Rocky Mountain (Region 2)

G

Gallatin Forest Reserve & National Forest, Montana, 1899-Present	Northern (Region 1)
Gallinas Forest Reserve & National Forest, New Mexico, 1906-1908	Southwestern (Region 3)
Garces National Forest, Arizona, 1908-1911	Southwestern (Region 3)
Garden City Forest Reserve & National Forest, Kansas, 1905-1908	Rocky Mountain (Region 2)
George Washington National Forest, Virginia, 1932-Present	Southern (Region 8)
Gifford Pinchot National Forest, Washington, 1949-Present	Pacific Northwest (Region 6)
Gila Forest Reserve & National Forest, New Mexico, 1905-Present	Southwestern (Region 3)
Gila River Forest Reserve, New Mexico, 1899-1905	Southwestern (Region 3)
Glenwood Forest Reserve & National Forest,Utah,1907-1908	Intermountain (Region 4)
Goose Lake Forest Reserve & National Forest, Oregon, 1906-1908	Pacific Northwest (Region 6)
Grand Cañon Forest Reserve, Arizona, 1893-1906	Southwestern (Region 3)
Grand Canyon Forest Reserve & National Forest, Arizona 1906-1908	Southwestern (Region 3)
Grand Mesa National Forest, Colorado, 1924-Present	Rocky Mountain (Region 2)
Grantsville Forest Reserve & National Forest, Utah, 1904-1908	Intermountain (Region 4)
Green Mountain National Forest, Vermont, 1932-Present	Eastern (Region 9)
Grey Towers National Historic Site, 1963-Present	Eastern (Region 9)
Guadalupe National Forest, New Mexico, 1907-1908	Southwestern (Region 3)
Gunnison Forest Reserve & National Forest, Colorado, 1905-Present	Rocky Mountain (Region 2)

H

Harney National Forest, South Dakota, 1911-1954	Rocky Mountain (Region 2)
Hayden National Forest, Wyoming-Colorado, 1908-1929	Rocky Mountain (Region 2)
Helena Forest Reserve & National Forest, Montana, 1906-Present	Northern (Region 1)
Hell Gate Forest Reserve & National Forest, Montana, 1905-1908	Northern (Region 1)
Henrys Lake Forest Reserve & National Forest, Idaho, 1905-1908	Intermountain (Region 4)
Heppner Forest Reserve & National Forest, Oregon, 1906-1908	Pacific Northwest (Region 6)
Hiawatha National Forest, Michigan, 1931-Present	Eastern (Region 9)
Highwood Mountains Forest Reserve & National Forest, Montana, 1903-1908	Northern (Region 1)
Holly Springs National Forest, Mississippi, 1936-Present	Southern (Region 8)
Holy Cross Forest Reserve & National Forest, Colorado, 1905-1945	Rocky Mountain (Region 2)
Homochitto National Forest, Mississippi, 1936-Present	Southern (Region 8)
Hoosier National Forest, Indiana, 1951-Present	Eastern (Region 9)
Huachuca Forest Reserve & National Forest, Arizona, 1906-1908	Southwestern (Region 3)

Humboldt National Forest, Nevada, 1908-Present	Intermountain (Region 4)
Humphreys National Forest, Virginia, 1925-1928	Southern (Region 8)
Huron National Forest, Michigan, 1928-Present	Eastern (Region 9)

I

Idaho National Forest, Idaho, 1908-1944	Intermountain (Region 4)
Idaho Panhandle National Forests, Washington, Idaho, and Montana, 1973-Present	Northern Region (Region 1)
Imnaha Forest Reserve & National Forest, Oregon, 1907-1908	Pacific Northwest (Region 6)
Independence Forest Reserve & National Forest, Nevada, 1906-1908	Intermountain (Region 4)
Inyo National Forest, California-Nevada, 1907-Present	Pacific Southwest (Region 5)

J

Jackson National Forest, South Carolina, 1924-1928	Southern (Region 8)
Jefferson National Forest, Montana, 1908-1932	Northern (Region 1)
Jefferson National Forest, Virginia-Kentucky, 1936-Present	Southern (Region 8)
Jemez Forest Reserve & National Forest, New Mexico, 1905-1915	Southwestern (Region 3)

K

Kaibab National Forest, Arizona, 1908-Present	Southwestern (Region 3)
Kaniksu National Forest, Idaho-Montana-Washington, 1908-Present	Northern (Region 1)
Kansas National Forest, Kansas, 1908-1915	Rocky Mountain (Region 2)
Kern National Forest, California, 1910-1915	Pacific Southwest (Region 5)
Kisatchie National Forest, Louisiana, 1930-Present	Southern (Region 8)
Klamath Forest Reserve & National Forest, California-Oregon, 1905-Present	Pacific Southwest (Region 5)
Knox National Forest, Kentucky, 1925-1928	Southern (Region 6)
Kootenai Forest Reserve & National Forest, Montana-Idaho, 1906-Present	Northern (Region 1)

L

Lake Tahoe Forest Reserve, California-Nevada, 1899-1905	Pacific Southwest (Region 5)
Land Between the Lakes National Recreation Area, Kentucky-Tennessee, 1998-	Southern (Region 8)
La Sal Forest Reserve & National Forest, Utah-Colorado, (First), 1906-1908	Intermountain (Region 4)
La Sal National Forest, Utah-Colorado, (Second), 1909-1949	Intermountain (Region 4)
LaSalle National Forest, Utah-Colorado, 1908-1909	Intermountain (Region 4)
Las Animas Reserve & National Forest, Colorado, 1907-1910	Rocky Mountain (Region 2)
Lassen National Forest, California, 1908-Present	Pacific Southwest (Region 5)
Lassen Peak Forest Reserve & National Forest, California, 1905-1908	Pacific Southwest (Region 5)
Leadville Forest Reserve & National Forest, Colorado, 1905-1930	Rocky Mountain (Region 2)
Lee National Forest, Virginia, 1925-1928	Southern (Region 8)
Lemhi Forest Reserve & National Forest, Idaho, 1906-1938	Intermountain (Region 4)
Lewis & Clark Forest Reserve & National Forest, Montana, 1907-Present	Northern (Region 1)
Lewis & Clarke Forest Reserve, Montana, 1897-1907	Northern (Region 1)
Lincoln Forest Reserve & National Forest, New Mexico, 1902-Present	Rocky Mountain (Region 2)
Little Belt Forest Reserve & National Forest, Montana, 1905-1908	Northern (Region 1)
Little Belt Mountains Forest Reserve, Montana, 1902-1905	Northern (Region 1)
Little Rockies Forest Reserve & National Forest, Montana, 1907-1908	Northern (Region 1)
Logan Forest Reserve, Utah, 1903-1906	Intermountain (Region 4)
Lolo Forest Reserve & National Forest, Montana-Idaho, 1906-Present	Northern (Region 1)
Long Pine Forest Reserve & National Forest, Montana, 1906-1908	Northern (Region 1)
Los Padres National Forest, California, 1936-Present	Pacific Southwest (5)
Luquillo Forest Reserve & National Forest, Puerto Rico, 1903-1935	Southern (Region 8)

M

Madison Forest Reserve & National Forest, Montana, 1902-1931	Northern (Region 1)
Magdalena Forest Reserve & National Forest, New Mexico, 1906-1909	Southwestern (Region 3)
Malheur National Forest, Oregon, 1908-Present	Pacific Northwest (Region 6)
Manistee National Forest, Michigan, 1938-Present	Eastern (Region 9)
Manti Forest Reserve & National Forest, Utah, 1903-1950	Intermountain (Region 4)

Manti-La Sal National Forest, Utah-Colorado 1950-Present	Intermountain (Region 4)
Manzano Forest Reserve & National Forest, New Mexico-Arizona, 1906-1931	Southwestern (Region 3)
Mark Twain National Forest, Missouri, 1939-Present	Eastern (Region 9)
Marquette National Forest (First), Michigan, 1909-1915	Eastern (Region 9)
Marquette National Forest (Second), Michigan, 1931-1962	Eastern (Region 9)
[Massanutten National Forest, Virginia]	Southern (Region 8)
Maury Mountains Forest Reserve, Oregon, 1905-1907	Pacific Northwest (Region 6)
McClellan National Forest, Alabama, 1924-1928	Southern (Region 8)
Meade National Forest, Maryland, 1925-1927	Eastern (Region 9)
Medicine Bow Forest Reserve & National Forest, Colorado-Wyoming (First), 1902-1910	Rocky Mountain (Region 2)
Medicine Bow National Forest, Wyoming (Second), 1910-Present	Rocky Mountain (Region 2)
Mendocino National Forest, California, 1932-Present	Pacific Southwest (Region 5)
Michigan National Forest, Michigan, 1909-1931	Eastern (Region 9)
Midewin National Tallgrass Prairie, Illinois, 1996-Present	Eastern (Region 9)
Minam National Forest, Oregon, 1911-1920	Pacific Northwest (Region 6)
Minidoka National Forest, Idaho-Utah, 1908-1953	Intermountain (Region 4)
Minnesota National Forest, Minnesota, 1908-1928	Eastern (Region 9)
Missoula Forest Reserve & National Forest, Montana, 1906-1931	Northern (Region 1)
Moapa National Forest, Nevada, 1908-1915	Intermountain (Region 4)
Modoc Forest Reserve & National Forest, California, 1905-Present	Pacific Southwest (Region 5)
Monitor National Forest, Nevada, 1907-1908	Intermountain (Region 4)
Mono National Forest, California-Nevada, 1908-1945	Pacific Southwest (Region 5)
Monongahela National Forest, West Virginia, 1920-Present	Eastern (Region 9)
Monterey Forest Reserve & National Forest, California, 1906-1919	Pacific Southwest (Region 5)
Montezuma Forest Reserve & National Forest, Colorado, 1905-1947	Rocky Mountain (Region 2)
Monticello Forest Reserve & National Forest, Utah, 1907-1908	Intermountain (Region 4)
Mount Baker National Forest, Washington, 1924-Present	Pacific Northwest (Region 6)
Mount Graham Forest Reserve & National Forest, Arizona, 1902-1908	Southwestern (Region 3)
Mount Hood National Forest, Oregon, 1924-Present	Pacific Northwest (Region 6)
Mount Rainier Forest Reserve, Washington, 1897-1907	Pacific Northwest (Region 6)
Mount Taylor Forest Reserve & National Forest, New Mexico, 1906-1908	Southwestern (Region 3)

N

Nantahala National Forest, Georgia-North Carolina-South Carolina, 1920-Present	Southern (Region 8)
Natural Bridge National Forest, Virginia, 1918-1933	Southern (Region 8)
Nebo National Forest, Utah, 1908-1915	Intermountain (Region 4)
Nebraska National Forest, Nebraska, 1908-Present	Rocky Mountain (Region 2)
Nevada National Forest, Nevada, 1909-1957	Intermountain (Region 4)
Nezperce National Forest, Idaho, 1908-Present	Northern (Region 1)
Nicolet National Forest, Wisconsin, 1933-Present	Eastern (Region 9)
Niobrara Forest Reserve & National Forest, Nebraska, 1902-1908	Rocky Mountain (Region 2)
North Platte Forest Reserve & National Forest, Nebraska, 1906-1908	Rocky Mountain (Region 2)

O

Ocala National Forest, Florida (First), 1908-1911	Southern (Region 8)
Ocala National Forest, Florida (Second), 1927-Present	Southern (Region 8)
Ochoco National Forest, Oregon, 1911-Present	Pacific Northwest (Region 6)
Oconee National Forest, Georgia, 1959-Present	Southern (Region 8)
Okanogan National Forest, Washington (First), 1911-1921	Pacific Northwest (Region 6)
Okanogan National Forest, Washington (Second), 1955-Present	Pacific Northwest (Region 6)
Olympic Forest Reserve & National Forest, Washington, 1898-Present	Pacific Northwest (Region 6)
Oregon National Forest, Oregon, 1908-1924	Pacific Northwest (Region 6)
Osceola National Forest, Florida, 1931-Present	Southern (Region 8)
Ottawa National Forest, Michigan, 1931-Present	Eastern (Region 9)
Otter Forest Reserve & National Forest, Montana, 1907-1908	Northern (Region 1)
Ouachita National Forest, Arkansas-Oklahoma, 1926-Present	Southern (Region 8)
Ouray Forest Reserve & National Forest, Colorado, 1907-1908	Rocky Mountain (Region 2)

Ozark National Forest, Arkansas, 1908-Present	Southern (Region 8)

P

Pacific Forest Reserve, Washington, 1893-1897	Pacific Northwest (Region 6)
Palisade National Forest, Idaho-Wyoming, 1910-1917	Intermountain (Region 4)
Palouse Forest Reserve & National Forest, Idaho, 1907-1908	Northern (Region 1)
Park Range Forest Reserve & National Forest, Colorado, 1905-1908	Rocky Mountain (Region 2)
Paulina National Forest, Oregon, 1911-1915	Pacific Northwest (Region 6)
Payette Forest Reserve & National Forest, Idaho (First), 1905-1944	Intermountain (Region 4)
Payette National Forest, Idaho (Second), 1944-Present	Intermountain (Region 4)
Payson Forest Reserve & National Forest, Utah, 1901-1908	Intermountain (Region 4)
Pecos National Forest, New Mexico, 1908-1915	Southwestern (Region 3)
Pecos River Forest Reserve & National Forest, New Mexico, 1892-1908	Southwestern (Region 3)
Peloncillo Forest Reserve & National Forest, New Mexico, 1906-1908	Southwestern (Region 3)
Pend d'Oreille National Forest, Idaho, 1908-1910	Northern (Region 1)
Pend Oreille National Forest, Idaho, 1910-1933	Northern (Region 1)
Pike National Forest, Colorado, 1908-Present	Rocky Mountain (Region 2)
Pikes Peak Forest Reserve & National Forest, Colorado, 1905-1908	Rocky Mountain (Region 2)
Pikes Peak Timber Land Reserve, Colorado, 1892-1905	Rocky Mountain (Region 2)
Pinal Mountains Forest Reserve & National Forest, Arizona, 1905-1908	Southwestern (Region 3)
Pine Mountain and Zaca Lake Forest Reserve, California, 1898-1903	Pacific Southwest (Region 5)
Pine Plains National Forest, New York, 1925-1927	Eastern (Region 9)
Pinnacles Forest Reserve & National Forest, California, 1906-1908	Pacific Southwest (Region 5)
Pisgah National Forest, North Carolina, 1916-Present	Southern (Region 8)
Plum Creek Timber Land Reserve, Colorado, 1892-1905	Rocky Mountain (Region 2)
Plumas Forest Reserve & National Forest, California, 1905-Present	Pacific Southwest (Region 5)
Pocatello Forest Reserve & National Forest, Idaho, 1903-1915	Intermountain (Region 4)
Port Neuf Forest Reserve & National Forest, Idaho, 1907-1908	Intermountain (Region 4)
Portales Forest Reserve & National Forest, New Mexico, 1905-1907	Southwestern (Region 3)
Powell National Forest, Utah, 1908-1944	Intermountain (Region 4)
Prescott Forest Reserve & National Forest, Arizona, 1898-Present	Southwestern (Region 3)
Priest River Forest Reserve & National Forest, Idaho-Washington, 1897-1908	Northern (Region 1)
Pryor Mountains Forest Reserve & National Forest, Montana, 1906-1908	Northern (Region 1)

R

Raft River Forest Reserve & National Forest, Idaho-Utah, 1906-1908	Intermountain (Region 4)
Rainier National Forest, Washington, 1907-1933	Pacific Northwest (Region 6)
Rio Grande National Forest, Colorado, 1908-Present	Rocky Mountain (Region 2)
Rogue River National Forest, Oregon-California, 1932-Present	Pacific Northwest (Region 6)
Roosevelt National Forest, Colorado, 1932-Present	Rocky Mountain (Region 2)
Routt National Forest, Colorado, 1908-Present	Rocky Mountain (Region 2)
Ruby National Forest, Nevada, 1912-1917	Intermountain (Region 4)
Ruby Mountains Forest Reserve & National Forest, Nevada, 1906-1908	Intermountain (Region 4)

S

Sabine National Forest, Texas, 1936-Present	Southern (Region 8)
Sacramento National Forest, New Mexico, 1907-1908	Southwestern (Region 3)
St. Francis National Forest, Arkansas, 1960-Present	Southern (Region 8)
St. Joe National Forest, Idaho, 1911-Present	Northern (Region 1)
Salmon National Forest, Idaho, 1908-Present	Intermountain (Region 4)
Salmon River Forest Reserve & National Forest, Idaho, 1906-1908	Intermountain (Region 4)
Salt Lake Forest Reserve & National Forest, Utah, 1904-1908	Intermountain (Region 4)
Sam Houston National Forest, Texas, 1936-Present	Southern (Region 8)
Samuel R. McKelvie National Forest, Nebraska, 1971-Present	Rocky Mountain (Region 2)
San Benito Forest Reserve & National Forest, California, 1907-1908	Pacific Southwest (Region 5)
San Bernardino Forest Reserve & National Forest, California (First), 1893-1908	Pacific Southwest (Region 5)
San Bernardino National Forest, California (Second), 1925-Present	Pacific Southwest (Region 5)

San Francisco Mountains Forest Reserves, Arizona, 1898-1902	Southwestern (Region 3)
San Francisco Mountains Forest Reserve and National Forest, 1902-1908	Southwestern (Region 3)
San Gabriel Timber Land Reserve, California, 1892-1899	Pacific Southwest (Region 5)
San Gabriel Forest Reserve & National Forest, California, 1899-1908	Pacific Southwest (Region 5)
San Isabel Forest Reserve & National Forest, Colorado, 1902-Present	Rocky Mountain (Region 2)
San Jacinto Forest Reserve & National Forest, California, 1897-1908	Pacific Southwest (Region 5)
San Juan Forest Reserve & National Forest, Colorado, 1905-Present	Rocky Mountain (Region 2)
San Luis National Forest, California, 1908-1910	Pacific Southwest (Region 5)
San Luis Obispo Forest Reserve & National Forest, California, 1906-1908	Pacific Southwest (Region 5)
San Mateo Forest Reserve & National Forest, New Mexico, 1906-1908	Southwestern (Region 3)
Santa Barbara Forest Reserve & National Forest, California, 1903-1936	Pacific Southwest (Region 5)
Santa Catalina Forest Reserve & National Forest, Arizona, 1902-1908	Southwestern (Region 3)
Santa Fe National Forest, New Mexico, 1915-Present	Southwestern (Region 3)
Santa Rita Forest Reserve & National Forest, Arizona, 1902-1908	Southwestern (Region 3)
Santa Rosa National Forest, Nevada, 1911-1917	Intermountain (Region 4)
Santa Ynez Forest Reserve, California, 1899-1903	Pacific Southwest (Region 5)
Santiam National Forest, Oregon, 1911-1933	Pacific Northwest (Region 6)
Savanna National Forest, Illinois, 1925-1926	Eastern (Region 9)
Sawtooth Forest Reserve & National Forest, Idaho-Utah, 1905-Present	Intermountain (Region 4)
Selway National Forest, Idaho, 1911-1934	Northern (Region 1)
Sequoia National Forest, California, 1908-Present	Pacific Southwest (Region 5)
Sevier Forest Reserve & National Forest, Utah, 1905-1922	Intermountain (Region 4)
Shasta Forest Reserve & National Forest, California, 1905-Present	Pacific Southwest (Region 5)
Shawnee National Forest, Illinois, 1939-Present	Eastern (Region 9)
Shenandoah National Forest, Virginia-West Virginia, 1918-1932	Southern (Region 8)
Short Pine Forest Reserve & National Forest, South Dakota, 1905-1908	Northern (Region 1)
Shoshone National Forest, Wyoming, 1908-Present	Rocky Mountain (Region 2)
Sierra Forest Reserve & National Forest, California, 1893-Present	Pacific Southwest (Region 5)
Sierra Madre Forest Reserve & National Forest, Wyoming, 1906-1908	Rocky Mountain (Region 2)
Sioux National Forest, Montana-South Dakota, 1908-1920	Northern (Region 1)
Siskiyou Forest Reserve & National Forest, Oregon-California, 1906-Present	Pacific Northwest (Region 6)
Sitgreaves National Forest, Arizona, 1908-Present	Southwestern (Region 3)
Siuslaw National Forest, Oregon, 1908-Present	Pacific Northwest (Region 6)
Six Rivers National Forest, California, 1947-Present	Pacific Southwest (Region 5)
Slim Buttes Forest Reserve & National Forest, South Dakota, 1904-1908	Northern (Region 1)
Snoqualmie National Forest, Washington, 1908-Present	Pacific Northwest (Region 6)
Snowy Mountains Forest Reserve & National Forest, Montana, 1906-1908	Northern (Region 1)
Sopris National Forest, Colorado, 1909-1920	Rocky Mountain (Region 2)
South Platte Forest Reserve, Colorado, 1892-1905	Rocky Mountain (Region 2)
Stanislaus Forest Reserve & National Forest, California, 1897-Present	Pacific Southwest (Region 5)
Stony Creek Forest Reserve & National Forest, California, 1907-1908	Pacific Southwest (Region 5)
Sumter National Forest, South Carolina, 1936-Present	Southern (Region 8)
Sundance National Forest, Wyoming, 1908-1915	Rocky Mountain (Region 2)
Superior National Forest, Minnesota, 1909-Present	Eastern (Region 9)

T

Tahoe Forest Reserve & National Forest, California-Nevada, 1905-Present	Pacific Southwest (Region 5)
Talladega National Forest, Alabama, 1936-Present	Southern (Region 8)
Taos Forest Reserve & National Forest, New Mexico, 1906-1908	Southwestern (Region 3)
Targhee National Forest, Idaho-Wyoming, 1908-Present	Intermountain (Region 4)
Teton Forest Reserve, Wyoming, 1898-1903	Intermountain (Region 4)
Teton National Forest, Wyoming, 1908-Present	Intermountain (Region 4)
Tillamook Forest Reserve & National Forest, Oregon, 1907-1908	Pacific Northwest (Region 6)
Tobyhanna National Forest, Pennsylvania, 1925-1928	Eastern (Region 9)
Toiyabe Forest Reserve & National Forest, Nevada (First), 1907-1932	Intermountain (Region 4)
Toiyabe National Forest, Nevada-California (Second), 1938-Present	Intermountain (Region 4)
Tombigbee National Forest, Mississippi, 1959-Present	Southern (Region 8)

Tongass National Forest, Alaska, 1907-Present	Alaska (Region 10)
Tonto Forest Reserve & National Forest, Arizona, 1905-Present	Southwestern (Region 3)
Toquima National Forest, Nevada, 1907-1908	Intermountain (Region 4)
Trabuco Cañon Forest Reserve & National Forest, California, 1893-1907	Pacific Southwest (Region 5)
Trabuco Canyon National Forest, California, 1907-1908	Pacific Southwest (Region 5)
Trinity Forest Reserve & National Forest, California, 1905-Present	Pacific Southwest (Region 5)
Tumacacori Forest Reserve & National Forest, Arizona, 1906-1908	Southwestern (Region 3)
Tusayan National Forest, Arizona, 1910-1934	Southwestern (Region 3)
Tuskegee National Forest, Alabama, 1959-Present	Southern (Region 8)

U

Uinta Forest Reserve & National Forest, Utah-Wyoming, 1906-Present	Intermountain (Region 4)
Uintah Forest Reserve, Utah, 1897-1906	Intermountain (Region 4)
Umatilla National Forest, Oregon-Washington, 1908-Present	Pacific Northwest (Region 6)
Umpqua Forest Reserve & National Forest, Oregon, 1907-Present	Pacific Northwest (Region 6)
Unaka National Forest, North Carolina-Tennessee-Virginia, 1920-1936	Southern (Region 8)
Uncompahgre Forest Reserve & National Forest, Colorado, 1905-Present	Rocky Mountain (Region 2)
Upton National Forest, New York, 1925-1927	Eastern (Region 9)
Uwharrie National Forest, North Carolina, 1961-Present	Southern (Region 8)

V

Vegas National Forest, Nevada, 1907-1908	Intermountain (Region 4)
Verde National Forest, Arizona, 1907-1908	Southwestern (Region 3)
Vernon Forest Reserve & National Forest, Utah, 1906-1908	Intermountain (Region 4)

W

Wallowa Forest Reserve, Oregon, 1905-1907	Pacific Northwest (Region 6)
Wallowa National Forest, Oregon, 1908-Present	Pacific Northwest (Region 6)
Warner Mountains Forest Reserve & National Forest, California, 1904-1908	Pacific Southwest (Region 5)
Wasatch Forest Reserve & National Forest, Utah-Wyoming, 1906-Present	Intermountain (Region 4)
Washakie National Forest, Wyoming, 1911-1945	Rocky Mountain (Region 2)
Washington Forest Reserve & National Forest, Washington, 1898-1924	Pacific Northwest (Region 6)
Wayne National Forest, Ohio, 1951-Present	Eastern (Region 9)
Weiser Forest Reserve & National Forest, Idaho, 1905-1944	Intermountain (Region 4)
Wenaha Forest Reserve & National Forest, Washington, 1905-1920	Pacific Northwest (Region 6)
Wenatchee National Forest, Washington, 1908-Present	Pacific Northwest (Region 6)
Wet Mountains Forest Reserve & National Forest, Colorado, 1905-1908	Rocky Mountain (Region 2)
White Mountain National Forest, New Hampshire – Maine, 1918-Present	Eastern (Region 9)
White River Forest Reserve & National Forest, Colorado, 1902-Present	Rocky Mountain (Region 2)
White River Plateau Timber Land Reserve, Colorado, 1891-1902	Rocky Mountain (Region 2)
Whitman National Forest, Oregon, 1908-Present	Pacific Northwest (Region 6)
Wichita Forest Reserve & National Forest, Oklahoma, 1901-1936	Southern (Region 8)
Willamette National Forest, Oregon, 1933-Present	Pacific Northwest (Region 6)
William B. Bankhead National Forest, Alabama, 1942-Present	Southern (Region 8)
Winema National Forest, Oregon, 1961-Present	Pacific Northwest (Region 6)
Wyoming National Forest, Wyoming, 1908-1941	Intermountain (Region 4)

Y

Yellowstone Forest Reserve & National Forest, 1902-1908	Northern, Rocky Mountain & Intermountain Regions
Yellowstone Park Timber Land Reserve, Wyoming, 1891-1902	Northern, Rocky Mountain & Intermountain Regions
Yuba Forest Reserve, California, 1905-1906	Pacific Southwest (Region 5)

Z

Zuni National Forest, Arizona-New Mexico, 1909-1914	Southwestern (Region 3)

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