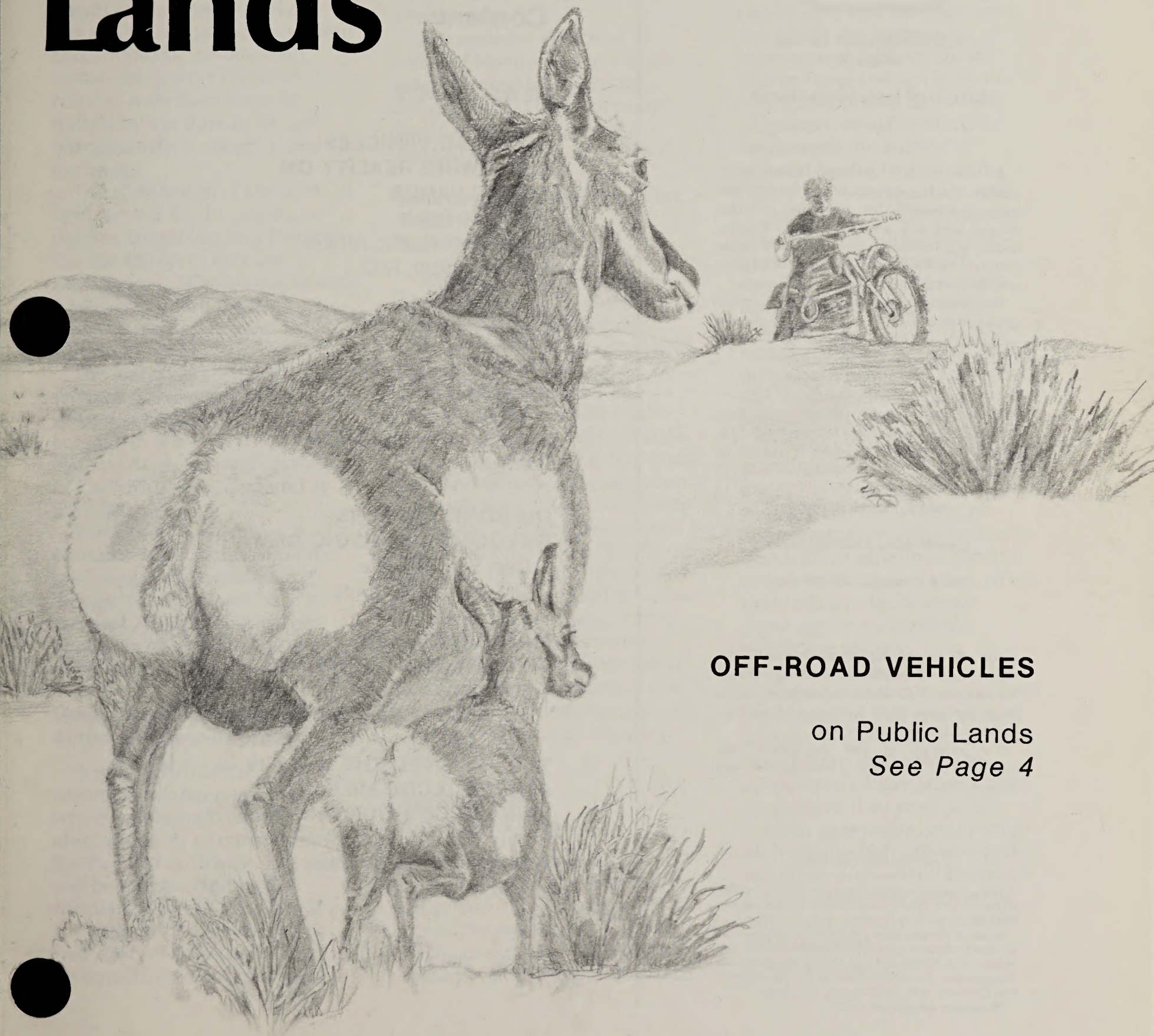


Fall 1979

# Our Public Lands



## OFF-ROAD VEHICLES

on Public Lands  
*See Page 4*

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U.S. DEPARTMENT OF THE  
INTERIOR

BUREAU OF LAND MANAGEMENT

As the Nation's principal conservation agency, the Department of the Interior has basic responsibility for water, fish, wildlife, mineral, land, park, and recreational resources, Indian and Territorial affairs are other major concerns of America's "Department of Natural Resources."

The Department works to assure the wisest choice in managing all our resources so each will make its full contribution to a better United States—now and in the future.

*OUR PUBLIC LANDS*, the official publication of the Bureau of Land Management, U.S. Department of the Interior, is issued in January, April, July, and October.

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For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Subscription price, \$6.50 per year; \$1.75 additional for foreign mailing; \$1.70 per single copy.

The printing of this publication was approved by the Office of Management and Budget, Jan. 20, 1978.

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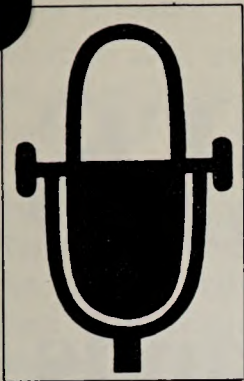
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# Our Public Lands

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# News Update

## **BLM Acquires Land Through Exchange in California**

One of the oldest remaining stands of giant sequoia redwoods in non-public ownership and additional private land within the Desert Tortoise Natural Area have been acquired by the Bureau of Land Management through a land exchange.

The BLM traded 5,600 acres of land west of Blythe, Calif., to the San Diego Gas and Electric Co. for 480 acres on Case Mountain in Tulare County and 1,580 acres in the Desert Tortoise Natural Area in Kern County.

The 480 acres contains a giant sequoia redwood grove and is valued at \$735,000. The new acreage in the Desert Tortoise Natural Area, located northeast of California City, is valued at \$363,000.

The Desert Area now contains 16,080 acres of public land within its boundaries. Private inholdings amount to another 7,400 acres. The total area is six miles wide and eight miles long.

## **Utility Corridor for 500 KV Line Across Montana Approved**

A utility corridor across Montana has been approved which will bring coal-fired electric power to consumers in the Pacific Northwest. The lines will be constructed by the Montana Power Co. and will carry electricity generated by two 750 MW coal-fired plants to be constructed at Colstrip by

Montana Power. From Colstrip, the lines will carry the current to the Bonneville Power Administration's substation at Hot Springs.

The corridor will cross 31 miles of National Forest lands administered by the Forest Service and 21 miles of public lands administered by the Bureau of Land Management.

## **New Regulations Finalized for Wild Horse and Burro Management**

Stringent and far-reaching new regulations for the management of wild horses and burros on the public rangeland have been finalized. The regulations prohibit acts resulting in inhumane treatment, commercial exploitation and other abuses of wild horses and burros following adoption through BLM's Adopt-A-Horse program. Violators are subject to a maximum fine of \$2,000 or one year of imprisonment, or both. The final regulations also include new procedures BLM will follow in its protection, management and treatment of wild horses and burros on the rangelands during capture and placement through the adoption program.

## **Rights-Of-Way Regulations Proposed**

Regulations governing rights-of-way across public lands were proposed by the Bureau of Land Management in October.

The proposed regulations would establish procedures to

be used by individuals, corporations, and Federal, State, and local agencies who want to cross public lands with any kind of right-of-way with the exception of oil, natural gas and petroleum product pipelines; Federal Aid Highways; cost-share roads; and access to mining claims. The latter are covered by other regulations.

In 1976 the Bureau's authority for granting rights-of-way contained in a number of laws was combined in the Federal Land Policy and Management Act giving the Secretaries of Interior and Agriculture authority for granting rights-of-way across public lands. The proposed regulations would implement the authority granted by the Federal Land Policy and Management Act.

The Bureau of Land Management and the Forest Service have worked together to develop comparable regulations for lands under their respective jurisdictions. Separate regulations have been published, however, for right of way management on National Forest lands.

The regs would govern the granting, amending, or renewing of rights-of-way across public lands for systems of communication and transportation such as pipelines, electric power transmission lines, roads, railroads and facilities for receiving or transmitting electronic signals.

Under the regulations, the right-of-way permit would limit the holder to that area of land and to the particular use specified in the grant. The authorized officer would have to approve the removal of timber, vegetation, and minerals from the right-of-way and would be authorized to charge for the materials removed or otherwise specify the manner of its disposal.

*(Continued on page 23.)*

# OFF-ROAD VEHICLES

## A Growing Reality on Public Lands

CONNIE BABB

Office of Public Affairs

With more discretionary income and leisure time, Americans are now affording themselves more recreation than ever before. Technological advances have enabled the recreational market to offer an ever-increasing variety of opportunities for new recreational pursuits. Outdoor recreation has seen a particularly rapid growth. These new pursuits in turn are taxing existing recreational resources. Each new activity

causes some environmental change to occur differently than it would naturally.

Off road vehicles (ORVs) on the public lands are a growing reality, here to stay. For at least 47 million Americans, ORVs provide recreation and, for many of these users, a way of life. Social clubs have developed around ORV use, printing their own newsletters and magazines, including personal notes on members, and reporting on details of

activities such as ice cream socials held on mountain tops—reached, of course, by ORVs. The pleasure ORVs give to so many Americans is the ORV's greatest benefit.

The term off-road vehicle is used for all motorized vehicles which travel off-road for any purpose. These include motorcycles of all types (mini-bikes, dirt bikes, enduros, motocross bikes), four-wheel drive vehicles including Jeeps, Land Rovers, pickups, snowmobiles,



the buggies, all-terrain vehicles, and even the family car, when used off established roadways.

Who are the ORV users? It is impossible to profile the "typical" ORVer. In terms of age, marital status, occupation, level of education, and income, the ORVer is as varied as the non-motorized recreationist.

The rewards and motivations of using these vehicles are as varied as the people who use them—a desire to escape the urban environment and enjoy nature, family togetherness, comraderie with other ORVerers, transportation into back country for hunting, fishing, or birdwatching, and for others, simply the physical sensation and challenge of the experience.

The common purpose of the ORVer and other recreationists using the public lands is specific—to participate in a different activity outside of day-to-day living—perhaps to lose oneself for a little while. The manner in which this is done is clearly a choice of the individual.

The fact is that the ORVerers are here and, like many other recreationists, find the public lands a desirable place for this form of recreation. Another, unfortunate fact is that these machines can cause serious land management problems that must be dealt with. The ORVer who chooses to ride mainly to develop his skills prefers land which is varied, hilly and challenging. Most of the time, in the West, this means public lands. BLM managed lands encompass a wide spectrum of forms from below sea level to over 21,000 feet elevation, with diverse terrain from swampland to desert, practically all attractive to some form of ORV activity. About half of the ORV use

in America occurs on public lands managed by the Bureau of Land Management. This growing use of the lands is another indication of BLM's changing role and diverse mission in management of public lands.

As a result of the phenomenal increase of ORV use in the past 15 years, the hills, stream borders and deserts of public lands near urban areas in the West are becoming heavily scarred with ORV trails, seriously damaging the ecosystem, which takes a long time to heal. Because commercial and private areas for ORV use are scarce, ORV ownership is significantly higher in areas near public lands than it is elsewhere and their use is having a significant effect on natural resources.

Major portions of land administered by BLM are the extremely fragile, low-organic desert soils (Aridisols). There are also large acreages of wet organic peat and muck soils (Histosols). Extremely wet or dry soils tend to be highly susceptible to ORV damage. High silt and/or clay content can add to the vulnerability of these soils to ORV use.

Although some areas are more sensitive than others, no type of land can withstand sustained ORV use without some damage, and almost no place is inaccessible to an ORV. Of course, every human activity, including the lone hiker, alters an area in some way. ORVs, however, are many times harder on the land than a hiker is. Furthermore, a four-wheel vehicle is harder on land than a two-wheel vehicle.

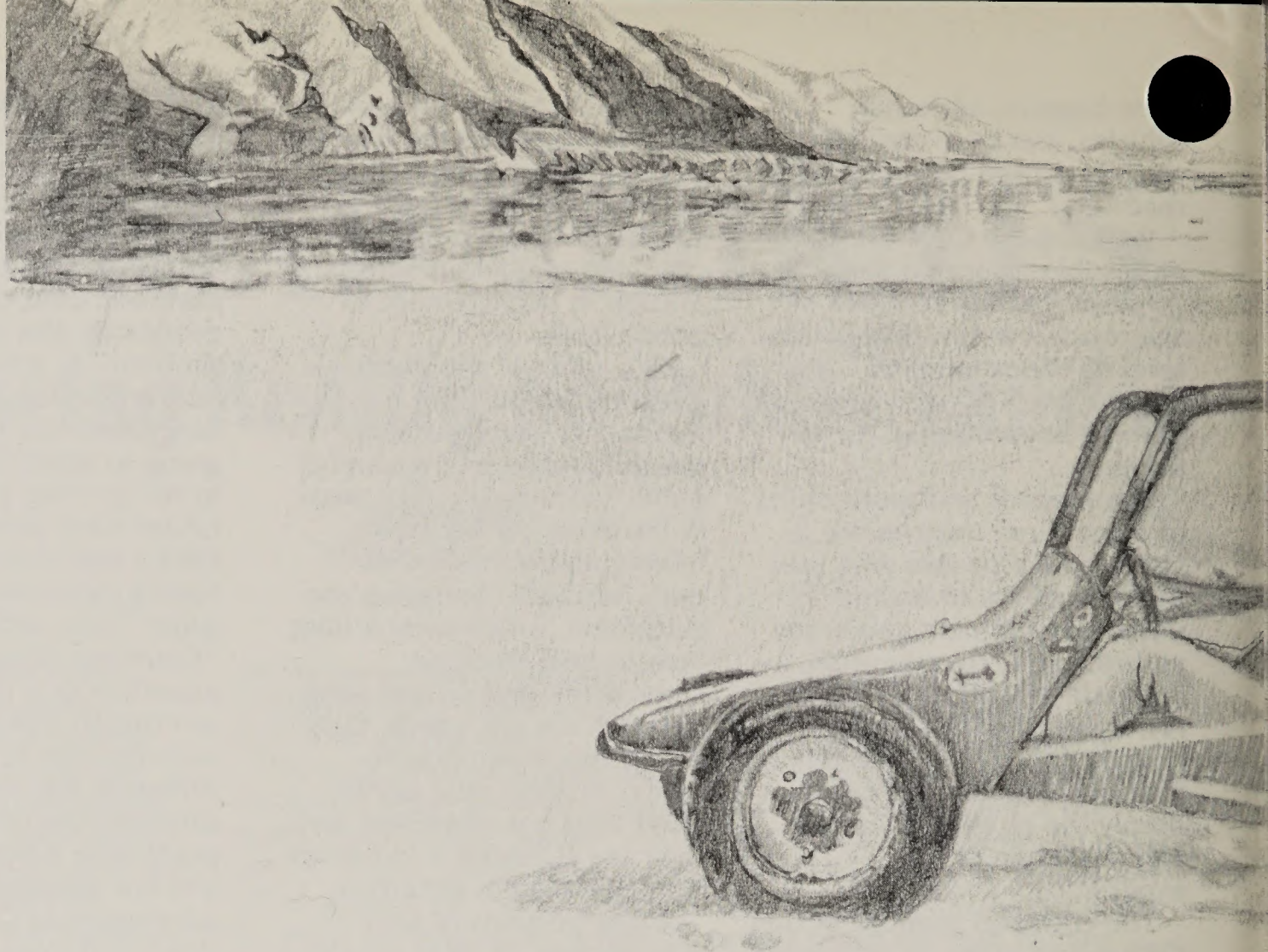
One of the greatest conflicts of ORV use arises when an ORVer ventures into remote areas, formerly accessible only to the wind, birds, animals and hikers. As one backpacker put

it, "I became angry as I hiked into an area as far as 15 miles, while being passed by Jeeps whose drivers rode to within sight of my destination."

ORVerers recognize the problem. One expressed an "if everybody else is doing it, why shouldn't I" attitude. As a hunter and fisherman, he concluded that he wasn't going to spend hours walking to his sporting grounds when others were passing him in ORV's and consequently having more time at their sport. Then, sadly, he added, "Countless times I have experienced a feeling of guilt as I ripped and winched my way up some primitive trail, following the tracks of previous four-wheelers." The point here is that one person will not abandon the advantages of ORVs if others don't, but many ORVerers are in favor of protective legislation.

ORVs and other forms of recreation just don't mix. In many recreation areas, the picture has dramatically changed. Where the ORV noise is, other recreation users disappear. ORV recreation will work, however, if it is segregated from other recreation. This has been proven to be successful both on the public lands and in other areas popular with ORVerers. Where ORV use areas have been set aside, there have been few problems.

The Imperial Sand Dunes of the California Desert, an area that has extremely heavy use, is a good example of the cooperation of ORVerers when areas are designated for ORV use. These 300 foot dunes run from just below the Mexican border, 36 miles into California. They vary from three to six miles wide. More than two-thirds of this dune area is open to ORVs. The remaining one-third is closed



to protect unique plant and wildlife. BLM has established a camping area for the thousands who use this area each weekend. A ranger station with Emergency Medical Treatment trained rangers services the area. A BLM dune buggy works the area. The buggy is equipped with folding seats to provide space for litters used to transport the frequent accident victims. A spirit of cooperation between the BLM and the ORVers in this area has developed. There have been few management problems and the ORVs generally stay within the area designated for this form of recreation.

Most ORVers have proven to be cooperative, responsible and respectful of the environment. In some areas where BLM has had to designate the land closed to ORVs, it was the ORVers who constructed fences around the disturbed lands. Hundreds of

tons of litter have been cleaned off public lands by ORV clubs.

ORVs also have their redeeming quality of providing important social and recreational value for 25% of the population. There are also definite economic benefits derived from their sale and use. People are spending hundreds of millions of dollars to pursue ORV activities. Their use as an accepted and growing form of recreation cannot be denied.

BLM is attempting to accommodate ORVs on public lands without sacrificing the environment, wildlife and the right to enjoyment of the lands by those who choose other forms of recreation.

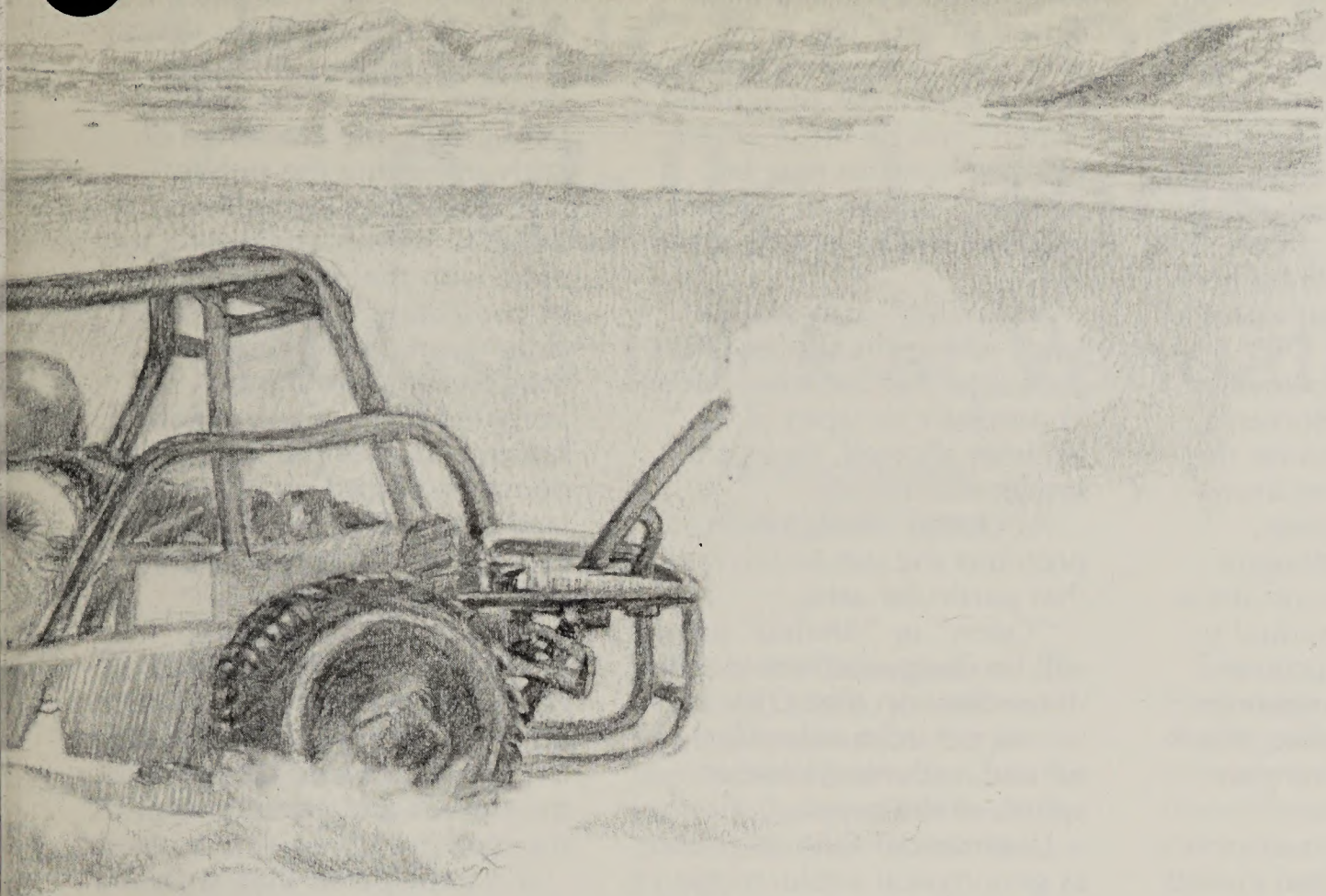
The subject of regulations and control of ORVs has been an increasing concern for public and private landowners, and users of the land—one which has undergone intensive public review. The recreation-

ists who do not use ORVs demand freedom from the noise and other effects of the vehicles, while the ORV users demand a place to use their vehicles.

President Carter's Environmental Message to Congress in May of 1977 singled out ORVs for special attention:

While off-road vehicles provide enjoyment and recreation for many, their indiscriminate use poses a threat to our public lands. Uncontrolled, they have ruined fragile soils, harassed wildlife, and damaged unique archaeological sites ...I am today amending this Executive Order (11644) to exclude off-road vehicles from certain portions of the public lands where their use has caused (or seems likely to cause) considerable environmental damage.

That same month, Secretary of the Interior Cecil D. Andrus announced that the new



Executive Order governing off-road vehicles on Federal lands would be applied to fragile areas actually threatened with serious damage. That order authorized the heads of Federal land managing agencies to close off "particular areas or trails" where use of ORVs would have considerable adverse effects on the soil, vegetation, wildlife, wildlife habitat or cultural or historic resources. These closure areas would be carefully selected and no blanket closures would occur.

At that time, some 80,000 persons had written to the White House and the Interior Department expressing concern that the new Executive Order would result in a general ban against off-road vehicle use on Federal lands. Andrus stressed that there was no intent to close off large blocks of land and that ORV would continue but that lands were everyone's

lands, and "their public values must survive to be used and enjoyed by future generations." Andrus said much would depend on the voluntary actions of off-road vehicle users, who, he said, could prevent many problems by respect for the land and its resources.

Clearly, the ORVer faces many problems in the pursuit of this activity. Outspoken opponents of the activity are concerned with potential environmental damages, sometimes unfounded. These threats discourage private land owners from providing access and land areas for the ORV and thus the public lands are turned to.

On June 15, 1979, rules for the operation of ORVs on public lands administered by the Bureau of Land Management were published in the Federal Register. These rules establish a framework under which specified areas will be

designated as open, limited or closed to ORV use. In announcing the regulations, Secretary Andrus said, "These rules give the Bureau a clear guidance in looking at off-road vehicle use on an area-by-area basis. They provide for off-road vehicle travel as a recognized use on some public lands. At the same time they allow for the protection of environmental and other resources if they would be jeopardized by use of off-road vehicles."

Beginning this year, the BLM will be looking at the public lands, including all resources and uses to determine the conflicts with soil, rangeland, wildlife, timber, recreational use, archaeology, minerals, etc.

BLM has already designated over 15 million acres either open, closed, or limited. Many areas, however, will be closed only at certain times of the year because of weather con-

ditions, wildlife mating seasons and other conditions. At other times these areas will be open. Constraints regarding endangered species, plants, nesting periods for wildlife, and grazing, to name a few, will be considered.

Public meetings will be held to obtain citizen input into the planning process for ORV areas. Many areas, however, cannot wait for the Bureau's planning process because the ORV impact on the environment has been too great. Immediate, interim designations are being made on these areas. They will be studied by BLM's management process and open to public meetings and input at a later date. Since 1969, when regulations gave BLM the authority for immediate closures, over one million acres have been closed or limited in this practice.

Each year an area the size of the National Park System (over 30 million acres) will need to be studied until, by 1987, the status of all public lands for ORV use will be designated. The status of the lands prior to designation will simply be undesignated.

Specific area designations will be made through a system relying heavily on involvement by user groups; Federal, State, county and local agencies; local landowners and other interested persons in developing multiple-use management plans for the public lands.

The type of designation placed on a specific area will depend on character of the land, need for protection of resources, safety to the public land users and conflicting uses.

In making the designations, BLM will minimize damage to resources, harassment of wildlife and conflicts with other uses.

Wilderness areas designated by Congress or Primitive Areas

established by BLM will be closed to ORV use.

Under the new regulations, public land areas designated as "open" will be those where off-road vehicles may be operated subject to operating regulations and vehicle standards.

A "limited" area will be lands where the use of ORVs are subject to limitations such as numbers or types of vehicles allowed, times and similar restrictions.

A "closed" designation prohibits the use of ORVs in that particular area.

"Open" or "limited" areas will be designated on specific determination that ORV use would not adversely affect the natural, esthetic or scenic values of the areas.

Commercial ORV use such as geophysical exploration, mining activities, or livestock grazing may be allowed in areas designated as closed or limited through provisions in contracts, leases or permits issued by BLM to conduct legitimate business on the land.

The regulations also provide for BLM to monitor areas open to off-road vehicles, to study any damages from their use and, if necessary to protect the public or the land, to temporarily close or limit ORV use. For instance, a temporary closure may be enforced during a period of high fire danger or other unsafe conditions. Areas could also be closed in the event of considerable adverse effects of ORVs on the environment.

The regulations establish minimum standards for operating vehicles on the public lands and prohibit reckless driving, fast driving, driving while under the influence of alcohol, narcotics, or dangerous drugs, driving in a manner likely to cause significant

damage to resources and driving at night without lights.

As competition among different users of the public land grows, the challenge of fairly managing the public lands becomes increasingly difficult. BLM is attempting to cope with the many pressures of conflicting demands. ORVs should not be legislated off the public lands. It is an accepted form of recreation, but only one of the many use demands placed on our public lands. BLM Director Frank Gregg said, "The rules were effected to allow for continued ORV use under conditions that will protect natural resources, prevent disruption of other uses of the land, and promote safety for the ORVer and others using the land."

It is anticipated that, with definite regulations, and relying on ORV groups to remind each other to use the land with care, the activity can be enjoyed with minimum effects on the natural resources and without disturbing non-ORV use. BLM manages the land for everyone—ORVer and non-ORVer alike—even those who may never see or use the lands.

Anyone wishing to obtain information on the status of public lands for ORV's can contact the BLM office nearest the area of their interest. Some offices already have maps of areas specifying the designation of the lands for ORV use. Hikers and other recreationists who wish to avoid those lands open to ORVs will find this information valuable. There are 100 million acres in the West on which little or no problem has been experienced with ORV use. ORVers will find more areas open where pressures for use are light.



# ● Destruction on the Public Lands

## A Closer Look at Vandalism

PERVIZ CHOKHANI

Office of Public Affairs

It is 1970. In the scorching Saline Valley near Bakersfield, California all signs pointing to water have been torn down. Results: a family of three dies of thirst. Water is only two miles away.

Southwest Colorado: grave robbers leave a gaping hole in a cliffside, filled by freshly dug dirt. Valuable archaeological artifacts are gone—a single incident in a recurring nightmare of theft of national

treasure that belongs to us all.

Milner, Idaho: the Milner Youth Conservation Corps Bicentennial Site is burnt to the ground. Cans and bottles litter the site. Damage is estimated at \$1,500.

Twice in two years the Cottonwood Mountain Lookout near Vail, Colorado, sustained damages of \$3,000 when vandals tried to rip the structure apart.

Reports of vandalism and theft range from systematic digging of cactus plants for commercial sale to drunken marauders zooming through campgrounds tearing down tents, smashing bottles and causing general havoc in their wake.

“Clearly, we are in trouble,” one BLM State Director said, echoing the perplexity of BLM officials and other concerned citizens.

They are not a new breed, these harbingers of destruction. Disorderly and destructive conduct has been a part of society since the beginning of civilization. Two thousand years ago, Roman emperors feared the capacity of the public to destroy. In fact, the term “vandalism” originates from Vandals, a tribal group of barbarians who ravaged ancient Rome.

In Egypt vandalism has been documented since the time of the Pharaohs. In the eighth century B.C. tomb robbers pillaged graves of ancient Egyptian rulers. Tombs of royal priestesses were ransacked and left in disarray. This plundering became increasingly ruthless in a later age when the tombs of the Pharaohs were systematically desecrated for the mag-



*Vandalism by several teen-aged boys at a BLM recreation site.*

nificent jewelry, vessels and shrouds that were buried there.

But what about today's vandals? Who commits such ugly assault on recreation sites? What is the cause of this sabotage on our public lands?

Land managers are puzzled. For years, psychologists and other students of human behavior have pondered the causes of vandalism and the social conditions conducive to it. They have few definite answers, but attention has been focused on the psychological characteristics of vandals and the tensions that lead to acts of destruction.

Many behaviorists blame the destruction of Government property on an uncertain economy, pressures of modern living, or overcrowded living conditions.

Others insist that destruction of Government property is a form of expression of hostility toward the Government, and an expression of resentment resulting from a sense of helplessness and isolation. According to Oni (Tony)

Houston, BLM Maintenance Engineer in the Washington Office, vandalism may be caused in part by "anger felt toward Government in general and toward BLM in particular." While most people recognize a need for regulations, few people like the regulations that limit their own activities. "People resent control over their lives and vent their anger on Federal property," Houston said.

Experts now classify acts of vandalism according to motive. For example, "predatory vandalism" involves personal gain. The desecration of the Egyptian tombs would be predatory as would the spoilage of archaeological sites in search of pots or other artifacts to sell for gain. It is also predatory vandalism that causes many people to dig up cactus plants from public lands.

According to James Brown, sign coordinator in the BLM Washington Office, people have been known to remove truck loads of cactii and other desert plants from the commer-

cial market.

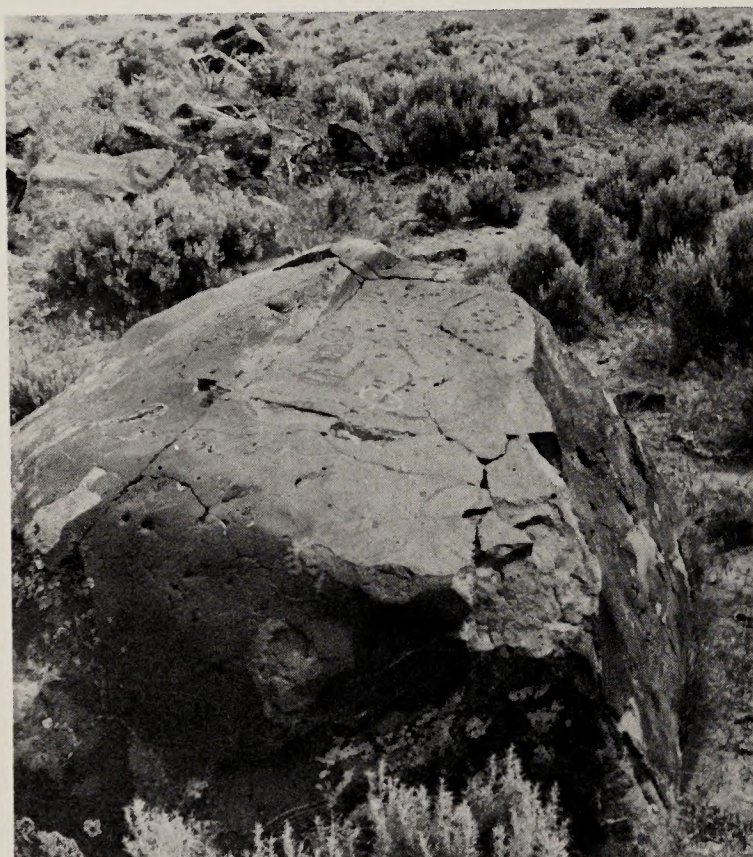
Another motive for vandalism is revenge on what people see as the source of their frustration. Large, impersonal Government often makes some people feel helpless. This builds into resentment that causes some to target their attack on Government property—the visible sign of Government control.

Social scientists tell us that when the real source of people's frustration is not tangible, or is too strong to attack, they frequently direct their aggression toward symbols that represent that source.

The Bureau of Land Management administers more than 170 million acres of public land in 10 western states—much of it isolated and far from beaten paths. Thus the individual filled with frustration or anger feels that he can vandalize signs or other public property without fear of being caught or of being subjected to social disapproval.

There is another class of vandals whose actions seem to defy understanding. They commit acts of wanton destruction—seemingly without motive. Psychologists believe that this kind of vandalism may stem from the individual's feeling of inferiority or inadequacy. In such cases the act of violence may be a form of therapy—although an expensive and anti-social one—just as a scream may relieve tension.

Whatever the cause, the fact is that destruction continues. Reports of unrestrained outdoor behavior abound. The cost of repairing the damage runs into millions of dollars every year. BLM's Portland, Oregon, office reports that in one single BLM district, one-half of public land signs are destroyed or stolen in a typical year. The replacement of so many signs in so short a time becomes expensive—signs cost \$50 to \$75 each. That, added to



*Indian petroglyphs (line drawings or carvings on rocks) on this rock have been chipped away by souvenir hunters.*

The cost of frequent repair, makes the taxpayers cost for sign vandalism in one district alone about \$10,000 annually. Add to that the cost of vandalism in all BLM districts and for Forest Service lands and the bills easily run into the millions.

In the past, experts agreed that the age group most responsible for committing acts of vandalism was between 16 and 21. And the culprits were most likely to be males.

But today there is much dissent, and most experts and officials are unwilling to pinpoint any specific characteristics of vandals or potential vandals. Most officials believe that vandalism transcends age, sex, race or national origin.

Experts do, however, make a distinction between "hard-core" vandals and those individuals who may commit destructive acts but who are not basically vandals. For a long time BLM officials have deliberated on how to prevent the grim theatrics enacted on recreational areas day after day.

According to Ed Hastey, former Director of the BLM California State Office and now Associate Director of the Bureau, "the only answer for the hardcore vandal is severe punishment. We feel confident that we can reach the thoughtless person who picks up a desert tortoise and takes it home only to discard it. That is simply a thoughtless act. It may be the same when someone digs up a cactus or other desert plant for his garden. These people can be convinced of the need to leave rare desert plants in their native habitat.

"But the other type of vandal who knowingly kills a tortoise, or deliberately defaces or destroys plants, artifacts or structures can only be reached through legal actions."

At issue, however, is the fact

that the Bureau does not have the manpower necessary to mount frequent patrols. According to George Belofsky, Special Agent in the Office of Resources Protection, most public land states have a single agent to patrol all the public lands under the jurisdiction of the State Office. Belofsky says that catching a vandal is also a problem. He notes, "Vandalism is a cowardly act and most vandalism takes place during the hours of darkness or when there is no witness around."

Compounding the problem is the fact that BLM does not have general enforcement authority. Agents may investigate cases of vandalism but can make arrests only when the destruction is directly related to the public land or its resources. Cooperative law enforcement agreements exist between the Bureau and County Sheriffs. Once a case of vandalism has been reported, BLM will notify the Sheriff's Office. After that, catching the vandal is a matter of priority. A sheriff with a serious crime on his hands may not be able to devote time to a case of minor vandalism. Thus, BLM agents will notify local sheriffs and pursue intensive investigation only if the destruction of property is substantial.

So, BLM field personnel continue to repair damage to recreational areas and other public property.

Although damaged signs and broken benches can be replaced—albeit at considerable expense—some of the damage caused by vandals cannot be repaired or the items replaced. That is the continuing looting of archaeological sites. As reported in the Summer 1979 issue of *Our Public Lands*, "Vandalism is Robbing Us All", looters ravage thousands of archaeological ruins in search of Indian pots and other arti-

facts. The problem is accelerating because of the increasing popularity of American Indian artifacts. Such loss cannot be evaluated in terms of dollars.

The question remains—what is the answer? Most BLM managers do not see a short term solution, but all agree that education and public awareness is part of the answer. The resources involved are public resources. It is imperative for people to understand and appreciate the unique values of their public land resources.

This approach is directed toward those who damage public property through thoughtlessness or ignorance. Such persons may not know or understand either the law or the values involved.

On the California Desert, BLM rangers make special efforts to contact visitors and explain not only what they cannot do but also how they can enjoy the desert's values without causing permanent harm to its unique resources. For the most part, the visitors seem to appreciate the information.

But BLM officials and sociologists agree that there is no quick or easy solution to curb the destruction caused by the hardcore vandal. For the present, the best we can do is to vigorously prosecute those who get caught and inform the public that it is illegal.

Public cooperation is needed, both to report cases of known vandalism and to create a climate of disapproval of those who engage in it.

On October 31, President Carter signed a protective law—the first since the 1906 Antiquities Act—that is expected to deter profiteering from America's priceless artifacts. Thieves and vandals on Federal lands will face fines and penalties of up to \$100,000 and five years in prison.

# DIAMOND CRATERS: Oregon's Geologic Gem

DON SMURTHWAITE

Oregon State Office

**D**iamond Craters sits in a quiet portion of the southeastern Oregon desert, unpretentious, but possessing a subtle sort of beauty.

"It's easy to overlook," said one of many geologists who visited the area last summer. "It's not until you start walking around and looking closely that you realize how amazing it is."

Tucked between the lush Malheur National Wildlife Refuge and the towering walls of Steens Mountain, the Craters has steadily gained popularity in the Pacific Northwest in the last few years as more people

discover its recreational and educational values.

Diamond Craters is located on public land managed by the Bureau of Land Management about 60 miles south of Burns, Oregon. It is an area of plump, brown hills dotted with juniper trees, sagebrush and a surprising number of delicate-looking but hearty desert flowers. There's some outstanding wildlife habitat, and it's not uncommon to see a variety of raptors diving for prey or riding the wind currents high above the mass of craters.

The hiking and hunting are

good, and hundreds of people make the long drive to the area for a recreational break each year.

But hiking, hunting, and watching wildlife aren't the main reasons for the increased appreciation of Diamond Craters. The chief reason is simply that Diamond Craters is a classroom—all 16,656 acres of it.

The subject is volcanism, and those with backgrounds in geology, speleology and other earth sciences talk about the area in almost reverential tones.

One enthusiastic geologist

*Malheur Maar was formed by violent volcanic activity. It adds to the diversity of features and habitat at Diamond Craters by providing water in an area that is otherwise very dry.*



...ed it a "museum of basic basaltic features." Another visitor said, "Diamond Craters provides an excellent example of both explosive eruptions and basaltic flows."

A group of 25 eminent geologists who visited the area in September as a part of the Pacific Northwest American Geophysical Union meeting were "overwhelmed" by the area, according to Chad Bacon, Drewsey-Riley area manager for BLM's Burns District.

"They were deeply impressed by what they saw, and they actually saw only a little of the complex," reported Bacon.

Students, ranging from grade school to university level, have taken field trips in the area since the early 1950's. But it really hasn't been until the last two years that many people outside of BLM and the educational field have paid much attention to the Craters.

One of the many educators who has a long-standing interest in Diamond Craters is Dr. Bruce Nolf, geologist of Central Oregon Community College. Dr. Nolf, who has helped gather data on Diamond Craters for BLM, gives two reasons for the uniqueness of the area.

"The first is, clearly, there is

no other place with such diversity of basaltic landforms in such a small area."

"Next, there are a number of unique landforms that probably do not exist anywhere else."

Currently, BLM wants to establish the Diamond Craters as a Research Natural Area (RNA), which designates educational and scientific values as the dominant use of such a site.

"The purpose of the RNA classification is to insure that Diamond Craters' geology can continually be available for study and interpretation," Bacon said.

The Pacific Northwest Interagency Committee on Research Natural Areas requested information during the past summer on Diamond Craters to help them decide whether the area was worthy of such a classification. The requested information was presented at a meeting of the committee in mid-November.

The information gathered resulted from the work of both the BLM staff and expert volunteers interested in the preservation of the area. The volunteers provided BLM with information that would have otherwise taken months to gather. The scope of this information was

immense, covering geologic and speleologic interpretations to biological.

"The word unique is frequently used to describe Diamond Craters, Bacon said. "The information we have gathered is to tell us, in part, why the area is unique."

If the interagency committee deems the Diamond Craters worthy of RNA status, the next step would be for Congress to withdraw the area. BLM is currently doing a study to determine the geothermal energy potential of the area. Soon the information gathered, plus a report on the area's energy potential will go to the Bureau's Oregon State Director. If he finds the information supporting the designation sufficient, he will recommend designation to the Secretary of the Interior. If the Secretary agrees, he will present the recommendation to Congress. If all goes well, the land within the area will be finally withdrawn from all forms of mining.

A strong reason for designating Diamond Craters as an RNA is to prevent rock cutters from destroying portions of the area.

The Craters contain a type of lava called "pahoehoe." The



*The central crater complex of Diamond Craters which geologists call "a museum of basic basaltic volcanism."*

pahoehoe cracks and peels into layers from one to four inches thick. It is in demand by stonemasons who use it for decorative veneers. It is attractive and inexpensive, costing about \$1 per square foot. Although Diamond Craters is already under temporary protection from operations under the authority of the General Mining Law of 1872, some illegal operations have already damaged several hundred acres in varying degrees from light to severe.

Bacon explains that "Any damage done at Diamond Craters is irreparable. It cannot be reconstructed. Even a forest will grow back in time, but once something like Diamond Craters is gone, it is gone forever."

Geologists have compared losing Diamond Craters to killing alligators for shoe leather. To have shoes, we do not need to kill alligators, the geologists say. There are other sources of material.

Likewise there are other sources of decorative stone. "Killing" Diamond Craters for building beautification would be foolish and a waste of a valuable educational site for generations to come, the geologists argue.

"In our study of the volcanic area," Dr. Nolf explains, "there is a close, tight relation among the parts. It would be extremely unfortunate to lose even a portion of it."

"I would compare it favorably to the Craters of the Moon or the Lava Beds National Monument in California," Dr. Nolf said. "In fact, as far as diversity, there is no comparison. Diamond Craters has them all beat."

The future of Diamond Craters is bright because its past was so explosive. It all began about 20,000 years ago when lava streamed from a central



*The edge of a lava flow.*

vent that, even today, has not yet been located. The lava was fluid and pooled together much as a pancake on a hot griddle. It looks much like a giant inverted saucer.

As the flow cooled, it formed a crust several tens of meters thick. It was thickest at the center and gradually tapered off toward the edges. The cooled flow was six miles in diameter.

"For reasons that are unclear—and we've had some of the best experts in the business take a crack at explaining it—the pressure below became greater than the strength of the crust," Dr. Nolf explained. "The materials rose and bowed the crust up into an elongated, almost turtleback shape."

Most volcanic doming results from piling on of material. The doming of Diamond Craters, which resulted from the great underground pressure, is one of the many outstanding features of the area.

A feature related to the domes are areas of collapse.

As the domes formed, their outer layers cooled, forming a crust of rock. In many cases the liquid lava down below drained away, leaving an empty pocket. Some of the domes naturally collapsed. Each of the five major domes in the Diamond Craters shows a different stage

of collapse, ranging from almost completely collapsed to those which haven't yet collapsed, but show signs of doing so.

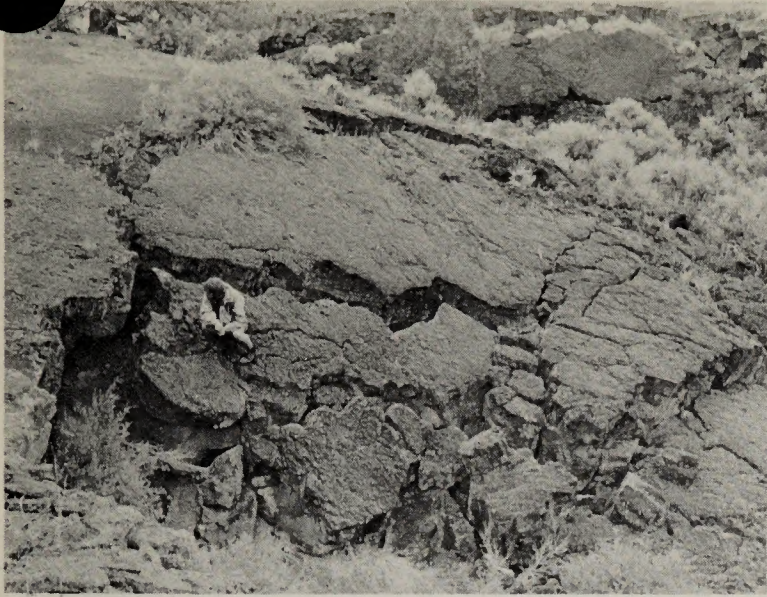
Another rare feature is the "cored domes." These are chunks of bed rock that were surrounded by lava, altered by heat, and eventually shot up through the surface. Coated with a candy apple veneer of lava, the cored bombs provide an excellent example of the bedrock of the Diamond Craters.

An integral part of the studies at Diamond Craters concerns the lava flows. As the lava spilled out from vents and cooled, it essentially froze, leaving the features of the flow intact.

"Learning the origin of the flow through the ripples, waves and channels is valuable to our understanding of the entire geology of the Craters," said George Brown, Burns District geologist.

"That's another reason why removal of the pahoehoe surface in the area has been so destructive. It prevents accurate interpretation of the flow pattern," Brown explained.

Other features of the area include a gaben, a faulted block that has shifted downward; a maar, a circular lake formed by violent explosion; a Kupuka, a



An area of collapse formed when materials drained. The resulting loss of material below caused portions of the surface to cave in, or collapse.

island of older rock surrounded by younger lava; dribble spires, candle-shaped objects formed when small amounts of lava were brought up through a gas vent. There are also craters, vents, spatter cones, cinder cones, pressure ridges, toes of flows, tiny surface tubes and lava caves, some of which are large enough to walk through.

The caves are of special interest. There are hundreds of them that have not been explored. Dr. Ellen Benedict, a speleologist, said that the diversity of the origins of the caves is outstanding.

Some of the caves in the Craters were formed when a large boulder dropped into a crack. Others came into being when lava flows trenched and then flowed back over, forming a ceiling. Caves also formed from fissures being covered by pahoehoe. And that is only a sample.

Recently, Dr. Benedict and BLM staffers explored two earth cracks, both of which contained permanent ice. The cracks, which range up to 50 feet deep, 300 feet long and eight feet wide, may provide habitat for unknown species of invertebrates that have adapted to the peculiar conditions of the cave.

Dr. Benedict points out that heretofore unknown species of unique invertebrate species

have frequently been found in such caves.

Mosses growing on the walls of the cool, damp caves were teeming with invertebrates. A sampling was taken and is now being studied.

Dr. Benedict believes that further removal of stone from the area would be shortsighted.

Pahoehoe has been used in construction since the late 1800's. It adorns Pete French's Round Barn, a historical landmark eight miles south of the Craters. By 1902, the area had attracted the attention of geologist I.C. Russell who recorded the first comprehensive description of the area. Diamond Craters was then seemingly forgotten for almost 50 years, until it was withdrawn for possible development as a State Park. Eventually the State decided against developing a park in the area. The Craters area was too far from well traveled roads and maintenance costs would have been prohibitive.

In 1963 geologists Norman V. Peterson and Edward A. Groh put Diamond Craters back on the map with the publication of a story about the area in a magazine called *The Ore Bin*. Since 1964 the area has been visited by an increasing flow of students and geologists and, in those circles as well as others,

its fame has spread.

In 1970 BLM discovered that stone was being removed from the area in commercial quantities. The theft of decorative stone has been a serious threat to geological values, but it seems to have lessened in the past two years.

"When stone thieves strike, damage to the lava is widespread and extreme," according to Bert Hart, natural resource specialist in the Burns District. "The vehicles they use to haul the stone pulverizes the lava and turns it another color. Also, stripping the surface of the lava makes geologic interpretation difficult."

Until 1977, civil trespass charges were filed against those illegally mining the area. Fines covered only the value of the stone in possession. In the last two years, BLM has been bringing criminal charges against those caught removing stone. That seems to have been effective in curtailing the activity.

The potential for discovery in the Diamond Craters is impressive.

"Each time we go there, it seems that we find something new," Bacon said. "For example, recently a natural bridge and a grove of quaking aspens were found growing at an unusually low level, a reminder that the area is, for the most part, still unexplored.

"There is certainly nothing else like Diamond Craters in North America. It's an incredible assembly of volcanic mechanisms in a very small area."

According to Bacon, the ultimate benefit of Diamond Craters to the people as an educational tool is hard to overestimate. If it is allowed to be destroyed, the loss will be hard to calculate.

# Major Face - Lift Transforms Loon Lake

LAWRENCE J. CASEY

Coos Bay District Office

About 1,400 years ago in southwestern Oregon, a mountain top crumbled from some cataclysmic cause. House-sized boulders and tons of earth imprisoned a small creek and eventually a lake formed. Yesterday's geologic upheaval created a jewel known today as Loon Lake.

Nestled among the mountains and conifer trees of Oregon's Coast Range about 16 aerial miles from Reedsport, the

two-mile-long lake contains 260 acres and reaches depths of 150 feet. The surrounding mountains and tall trees offer the lake considerable protection. Thus, when cold coastal winds buffet the ocean beaches, Loon Lake is usually a warm, sheltered haven for the outdoor recreationist.

Camping, picnicking, fishing, boating, swimming and hiking are enjoyed by visitors to this 35 acre recreation site. About 10 percent of the day-use area is

situated on the Elliott State Forest and is used by agreement with the Oregon State Board of Forestry.

By summer of 1981 the Bureau of Land Management will have spent \$1.7 million in five years to rebuild the primitive campground constructed by the Bureau in 1960. The area suffered major damage when Typhoon Freda struck the Pacific Coast on October 12, 1962. The wind-thrown Douglas fir trees were salvaged, the debris was cleared and burned, repairs were made, the park was expanded and during the following seasons, recreationists returned in ever-increasing numbers.

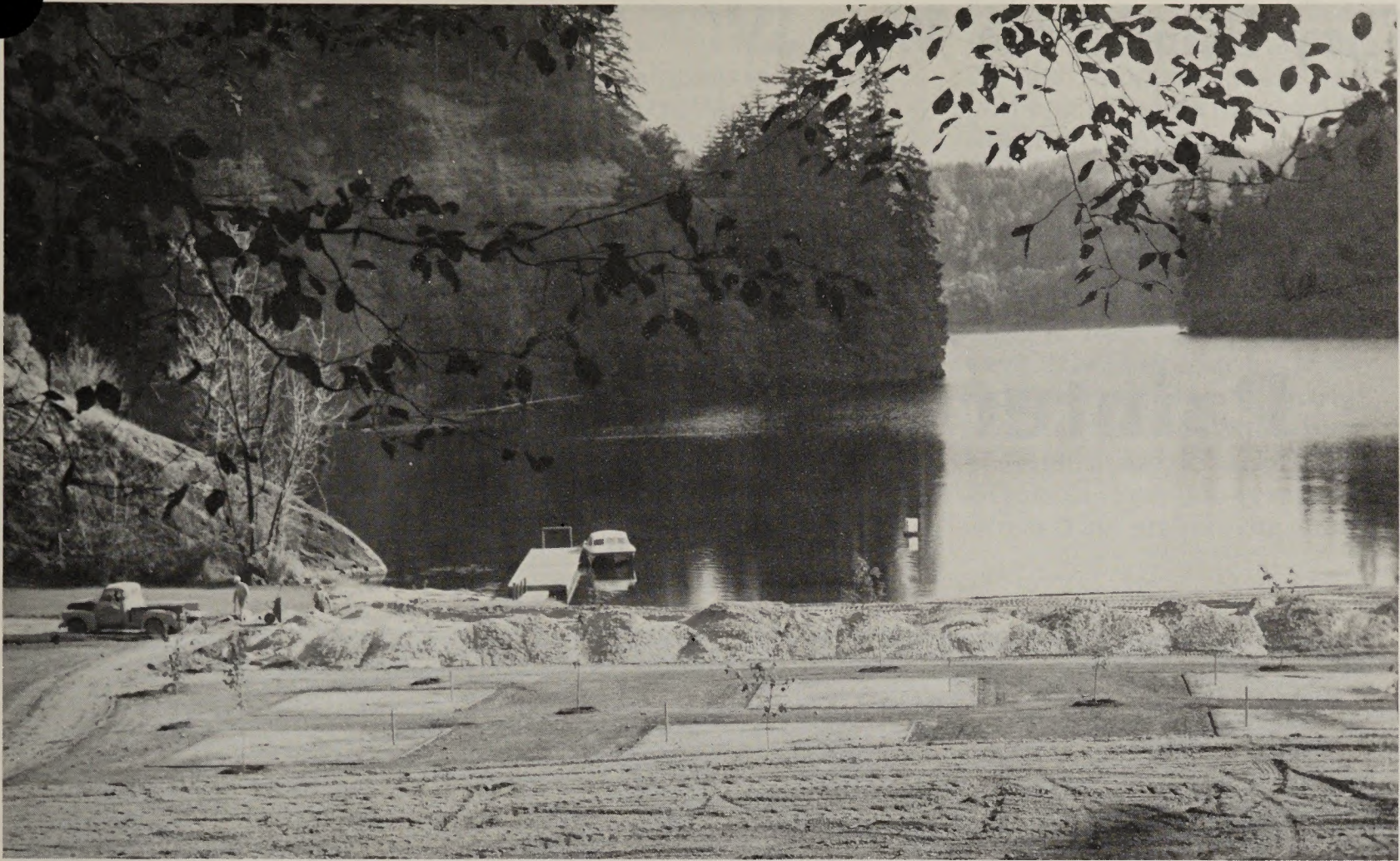
These improvements made after 1962, however, were only stop-gap efforts to provide the public with potable water supplies, adequate sewage and drainage facilities and a quality camping experience. Use was already exceeding the design capacity of the site and facilities. Major changes were needed to accommodate the area's popularity.

A study team was formed in 1973 to evaluate the problems and opportunities associated



*A children's play area at Loon Lake provides swinging and climbing structures on a soft floor of wood shavings.*





*The beach at Loon Lake has been doubled in size with sand hauled in from the ocean beaches.*

with the site and to provide recommendations to BLM's Coos Bay District for future development and management.

After four years of planning and gathering field data, such as soil and water tests and a detailed site survey, BLM was ready for action. Recommendations included designs to eliminate the problems of visitor safety, sanitation, resource depredation, conflicts between users and ease of maintenance. Complete reconstruction of the park is scheduled for spring of 1981.

Resconstruction of the Loon Lake Recreation Site was underway by the fall of 1977. By spring of 1978, sewage and water system improvements were complete. By fall of the same year new roads, beach, camping and day use areas were ready for visitors. The

summer of 1979 saw administration-maintenance-residence buildings and waste disposal stations completed, as well as a new boat dock.

Before any of these improvements could take place, the monstrous task of clearing standing trees, roots and brush and other vegetation was necessary. This was done with care and patience to preserve the natural beauty of the site. Few of the huge old conifers and hardwoods were removed. Parking areas, walkways, and picnic areas have been landscaped to enhance the site following construction.

One of the pleasing features is the enlarged beach area which was doubled in size. No mud oozes through the toes of swimmers and sun bathers on this beach because BLM hauls in sand from the ocean beaches.

A new feature, popular with youngsters, is the children's play area located in the campground. It provides swinging and climbing structures on a soft floor of wood shavings.

BLM is proud of the park's face lift. "Not only have we gone first class in giving the park a new appearance, but we are now able to provide visitors a high quality camping and recreation experience," said Paul Sanger, BLM's district manager at Coos Bay.

Herb Bosselman, manager of the Loon Lake Resource Area, believes the fully reconstructed recreation site will be one of the showplaces along the Oregon Coast. "For the first time," said Bosselman, "handicapped persons will have easy access to the beach and picnic areas because the walkways and parking areas are paved."

# ALFRED JACOB MILLER

## Painter of Mountain Men

PAUL C. HERNDON  
Office of Public Affairs

*Paintings courtesy of the Walters Art Gallery, Baltimore, Md.*



*Far from the trappings of their own civilization, trappers often took Indian wives.*

In 1837 Alfred Jacob Miller crossed over the Continental Divide at South Pass to attend the 13th annual fur trader's rendezvous on the Green River. The more than 200 pictures he painted as a result of that journey provide the best visual record we have of the legendary mountain men.

Like the Swiss artist, Karl Bodmer, who had accompanied the German Prince Maximilian on a trip up the Missouri in 1833, Miller had been hired to accompany a well-to-do European adventurer on a tour of the American West. Miller's patron, Captain William Drummond Stewart, the second son of a Scottish nobleman, had served under Wellington at the battle of Waterloo.

Early in 1837 he visited New Orleans while making preparations for his western journey. While there he visited Miller's studio and carefully studied the paintings on display. A few days later he returned to hire Miller to accompany him and make paintings of the things they would see while on the journey.

Miller was then 26 years old. Born in Baltimore, Maryland, in

10, his talent as an artist had been recognized at an early age. For a time, Miller studied under the American portrait painter, Thomas Sully. Later he went to Paris where he studied at the Ecole des Beaux Art.

After his return to the United States, Miller supported himself as a portrait painter in his native Baltimore, but after his father died, he opened a studio in New Orleans.

As soon as Stewart brought the necessary supplies, he and Miller joined a party of fur traders in Westport, Missouri.

Those were the days of "rendezvous." Fur traders would buy supplies in St. Louis, Independence, Westport, or some other town on the Missouri River and transport them by wagon, cart or pack mule to a prearranged meeting place in the Rocky Mountains with the mountain men who had spent the previous year trapping for beaver.

The party that left Westport in 1837 was guided by the famous mountain man and scout, Thomas "Brokenhand" Fitzpatrick. Stewart's party of 10

had two wagons, each pulled by four mules. The fur traders had 20 carts. Altogether there were perhaps 100 white men and 20 Indians in the group.

Miller lost no time in getting down to work. He became the first man to paint a picture of a wagon train on what would, in a few short years, become the Oregon Trail. As soon as they were in buffalo country, Miller rode out with a hunting party and sketched the buffalo hunt.

To kill a buffalo was the dream of every young man who crossed the prairie. The cook in



*Interior of Fort Laramie*

*Fort Laramie was the first stopover for west-bound caravans. Used first by the fur traders and later by immigrants on the Oregon-California Trail,*

Captain Stewart's party was no exception. Around the campfire he boasted loud and long about his ability as a hunter and complained because his duties gave him no opportunity to hunt. At last Captain Stewart grew tired of the young man's complaints and granted him a day off to go hunting. The cook rode out alone and soon sighted a herd of the shaggy beasts. He gave chase, but, in the excitement of being so close to his quarry, he was unable to get off a shot. Furthermore, he became lost until found a few days later by more experienced members of the party. The incident provoked much amusement and inspired Miller to paint the "Lost Greenhorn."

Along the route, Miller scored many "firsts." He was the first to paint Fort William (later to become Fort Laramie) and the only artist to show the Fort's original construction. He also painted Scotts Bluff, Independence Rock and other landmarks along the trail.

The dangers of the trail were underscored at Independence Rock. There the party encountered two East-bound trappers so near starvation they were roasting a snake. Disgusted at such a diet, Captain Stewart fed the men and provided them with horses and equipment to get to St. Louis.

After Fort Williams, the trail left the Platte River and followed the Sweetwater River. Miller included the Sweetwater in several paintings, including one of the Devil's Gate where the river cuts a deep gorge through a granite ridge. Soon after this, Miller became the first professional artist to cross the Continental Divide at South Pass.

At the rendezvous, Miller came into contact with many mountain men. He had already met William Sublette in St.

Louis and had traveled across half a continent with Thomas Fitzpatrick. At the rendezvous were other impressive figures: Jim Beckworth, Black Harris, Jim Bridger and Joe Walker. Miller's paintings reflect the strong impression these picturesque men made on the young artist. Although Miller uses the term "mountain men" in his notes, it seems that the term was not as well recognized then as it is now. In his picture titles, he uses a more familiar term, "trapper."

As we use the term today, mountain man means a white trapper who searched for beaver. He was also a company man and usually worked for the fur company that outfitted him. The company provided guns, ammunition, traps, and other supplies. In return, the mountain man was expected to sell his furs to the company's representative.

Unless he had an Indian wife, the mountain man worked and lived alone for most of the year.

Since it might take six months to deliver his furs to St. Louis or another fur center, the company brought supplies to him. As each rendezvous ended, company men and the mountain men agreed on a time and place to meet the following year. The Company caravan would then return to St. Louis with its load of furs. The mountain men would bid each other farewell, and return with their supplies to a lonely cabin somewhere in the Rockies and start gathering furs for the following year.

A rendezvous served both as a trade fair and the social event of the year for the mountain man. Along with the mountain men, a host of Indians would gather to enjoy the excitement and to trade their own furs. The trappers traded furs for supplies for the following year—staples such as flour, sugar, coffee and

salt, powder, shot and perhaps a new rifle.

Other essentials could include traps and perhaps a new knife. After the essentials came the "possibles" or luxuries—a few cans of food the trapper was especially fond of such as tomatoes, peaches, oysters or sardines, or a bit of cloth for his Indian wife. Once the "possibles" were bought, the remaining furs financed one monstrous drunk. Traders always brought enough whiskey to meet this demand. For as long as the rendezvous lasted there would be visiting, dancing, bragging, fist-fighting, contests—and there was rarely a rendezvous that did not end with a killing or two. It was also a place where an unattached trapper might find an Indian wife.

As Miller and the Stewart party approached the rendezvous site, they were met by many of the mountain men who had been impatiently awaiting the arrival of the fur company caravan. Later, a large party of Shoshoni Indians arrived and paraded in honor of Captain Stewart.

The milling throngs of trappers and Indians, the colorful costumes, and the spectacular scenery—all were proper subjects for the artist's canvas and Miller kept busy. Few pictures were completed on the spot. Instead, Miller made sketches—a kind of visual shorthand—that would provide raw material for the more refined work he would do in his studios in New Orleans and Baltimore and while visiting Captain Drummond in Scotland. He sketched with a variety of media. Some sketches were pencil and ink, and some of these were partially painted with water color. He also used black and sepia washes heightened with Chinese white. Others were done exclusively

in water color.

Many of these field sketches, still in the possession of Miller's heirs, provide clues to the way he worked in the field. On some, bits of paper are pasted over portions of the picture so that details could be changed without losing all the work that had already gone into the picture. He frequently penciled in notes as reminders for later alterations in the final work.

As Miller made his sketches, he also kept a notebook, presumably to provide written information which would prove useful in preparing the final product. Unfortunately, that notebook has been lost.

After the rendezvous, Miller and the Stewart party went on a hunting trip in the spectacular Wind River Mountains. While Stewart hunted, Miller sketched the landscape. In his notes he wrote about mountain lakes in this region that were as "fresh

and beautiful as if just from the hands of the creator." He even ventured to predict that some day the area would become a tourist attraction. While there, he painted what is now known as "Fremont's Peak" five years before the famous explorer planted his flag there.

Stewart and Miller returned to St. Louis in October. There Stewart stayed long enough to be baptized into the Catholic Church. Miller continued on to New Orleans where he began converting his sketches into the paintings contracted by Stewart. Rheumatism, which he fell victim to during the trip, forced him to work slowly. In 1839 Miller exhibited his paintings in the Apollo Gallery in New York. The exhibit broke all attendance records of the Gallery.

By 1840 Stewart had returned to Scotland. He had fallen heir to the family estates and was

living in the family mansion, Murthly Castle. Miller was invited to visit and accepted. He spent a year in Scotland as he continued to turn his field sketches into paintings.

Miller never returned to the West. In 1862 he opened another portrait studio in Baltimore. Like many artists, he copied his more popular paintings and sold them. It has been estimated that, while he was in the West, he made sketches for about 200 paintings, but more than 600 can now be attributed to him. There are about 200 water colors in the Walter's Art Gallery in Baltimore. Other paintings can be found in the Joslyn Art Museum in Omaha, Nebraska, and in the Gilcrease Institution of American History and Art in Tulsa, Oklahoma.

Miller was the first artist of note to visit the West who did not concentrate on compiling a



*Breaking Up Camp at Sunrise*

*With a fur-trade caravan, morning was a time of feverish activity beginning 4 a.m. Miller was impressed with the difference*

*between the Indian and White culture. While the Whites scurried about with packing, breakfast and saddling, the relaxed Indians look on with amusement.*



*The Lost Green-Horn*

*The ambition of every young man who reached the prairie for the first time was to kill a buffalo. The young English cook in the Stewart party was no exception. Given his opportunity, he*

*soon found a herd and gave chase. He not only failed to shoot a buffalo, but became hopelessly lost. He was located after a few days by members of the party. Miller made this painting to record the incident.*

visual record of the American Indian. While George Catlin and Karl Bodmer had emphasized individual portraits of Indians, Miller's Indians are busy on the hunt and in daily pursuits. Miller also recognized the presence of the white man in the West. Some of his paintings deal with transactions between the white man and the Indian, but he also painted the trapper as an integral part of the West. His portrayal of the mountain man made his works unique among Western artists, and made his contribution to the visual record of the West so significant. Like Catlin, Miller believed that the Indian was doomed to extinction but, unlike Catlin, he did not regard the possibility as the ultimate calamity. He saw the penetration of the white man into the West as both inevitable and natural. He recorded it, but did

not bemoan it.

Miller's critics say he glossed over the seamier side of Western life and that many of his pictures are based on the fanciful tales told by the trappers. Both criticisms have an element of truth. In his pictures, Miller did tend to put the best foot of the West forward, but the notes he prepared to accompany his pictures indicate he was not always fooled by appearances. In "Aricara Female," he portrays the fresh and pretty face of an Indian maid, but in his notes he tells us that beauty was the exception in this tribe rather than the rule. The picture "Indian and His Sqaw Forging a River" seems idyllic enough, but the notes remind us that the husband is a "selfish tyrant, cheat and murderer." Miller may have been more naive about the mountain men. His portrait of

Joe Walker could only have been done by an ardent admirer. "The Trapper's Bride" shows a young trapper happily extending a hand to an attractive Indian maid. Yet Miller's notes tell us that the groom in the picture is considered a ruined man in hock to the fur company for many years in order to afford the price of a bride.

His notes also tell us that he has based some paintings on tales told to him by the trappers. If the events were fanciful, the pictures do portray the trappers propensity for tall yarns and boastful conversation.

On the whole, Miller's art is considered of high quality and, if some of his pictures lack accuracy of detail, they open a window on a time and place that no one else has done in quite the same way.

in cases where unauthorized electric power or telephone lines exist on the public lands prior to October 21, 1976, owners will have four years to file a right-of-way application with the Bureau.

### **Intensive Management of Rangelands Begins as EISs Are Completed**

Significant progress is being made by BLM in meeting its court-mandated mission of preparing environmental impact statements for livestock grazing on public lands. By October, enough progress had been made to allow the Bureau to make decisions concerning the future management of 20.5 million acres of public rangelands in 10 Western States.

With the completed statements, BLM can now initiate on-the-ground action needed to restore public lands to their productive potential. Intensive management and range improvement investments could double, over time, the forage produced on Federal rangelands. As the Bureau's management program results in improved production of vegetation, livestock operators will share the benefits, even though certain operators will take short-term cuts in the amount of grazing allowed.

In addition to the increase in livestock forage, there will be significant reductions in erosion and in the silt load carried downstream as a result of runoff. Downstream communities will benefit from the resultant improved water quality.

Wildlife will also benefit from the improvements in rangeland habitat as well as from adequate protection of riparian areas along streams crossing public lands.

The preparation of 144 site-specific environmental state-

ments for livestock grazing on Federal rangelands is the result of a lawsuit filed against the Department of the Interior by the Natural Resources Defense Council in October of 1973.

The Bureau of Land Management is beginning implementation of rangeland management programs based on decisions reached after considering the environmental analysis. The programs will consist of positive efforts to improve the quantity and quality of vegetation and the installation of capital improvements such as fencing, water developments and other structures.

In almost all cases where grazing use to operators is reduced, the grazing will be restored as the condition of the range improves under intensive management.

### **Final Regs Established for Oil and Pipeline Management**

Final regulations on the management of oil and gas pipelines on Federal lands were established in October. The new regs set out the procedures for the Secretary of the Interior to grant rights-of-way and permits for pipelines and their associated facilities which cross Federally owned lands.

In implementing the new regulations, Secretary Andrus said, "The new oil and gas pipeline regulations are an example of how Government can make regulations work for the public. Under these new rules, simplified and uniform procedures will apply, even where pipeline rights-of-way will cross different parcels of land administered by different Federal agencies. This means faster and more efficient siting of pipelines that will deliver needed oil and gas to meet President Carter's energy production goals, while assuring consistent standards for

selecting the best routes and enforcing necessary environmental protection measures."

Increased State-Federal cooperation is expected to be another improvement made by the new regs. Interior and the States will be able to work together in a streamlined process for selecting the best sites for oil and gas pipelines.

### **Revamp of Oil and Gas Leasing Rules Proposed**

Secretary of the Interior Cecil D. Andrus has proposed major changes in the noncompetitive leasing of oil and gas on the public lands.

In August, Andrus submitted to Congress a bill to expand the competitive portion of the leasing program. "With our increasingly serious energy problem, it is vitally important that we do everything possible to make sure that noncompetitive leasing leads to exploration," the Secretary said.

Andrus is proposing the changes to encourage exploration and eliminate possible abuses and inefficiency in the present noncompetitive on-shore leasing system.

The lease program, designed to encourage oil and gas exploration and production, has not been resulting in diligent development, in part because of the practice of middlemen of reselling leases on a speculative basis.

The proposed changes would include increasing the maximum size of tracts offered; a change in the frequency of the drawings; and several provisions aimed at correcting abuses of the system by agents who file on behalf of clients.

The proposed regulations to change the noncompetitive portion of the leasing program appeared in the *Federal Register* on September 28, 1979.

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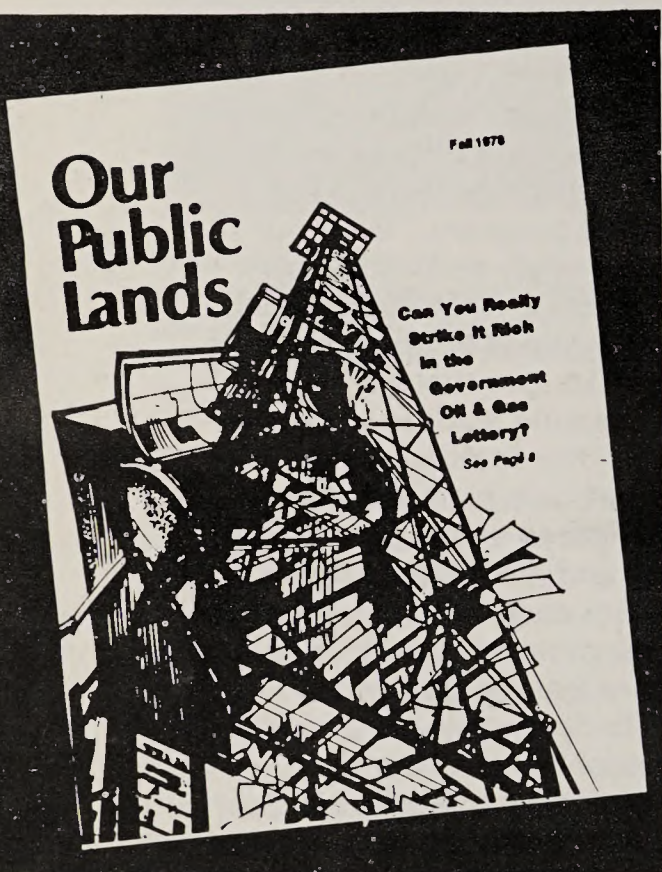
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