


AN ABSTRACT OF THE THESIS OF

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(Name) (Degree)

in NATURAL RESOURCES
(Major)

Date thesis is presented 11/13/62

Title THE FEDERAL LAND IN OREGON

Abstract approved 

Over fifty per cent of the land of Oregon is owned by the Federal government. Information in convenient detail concerning its amount and location never has been available. This study was made to provide such information. The principal contribution is a map, supplemented by a master table. The accompanying narrative explains the planning, the research, and the cartographic and tabular techniques which produced them both.

Initial planning, modified later by technical difficulties, led to decisions to make a one-sheet map that would fit on an office wall. This map would show land owned rather than all land held by the Federal government. It would show the location of, and agency controlling, all such land down to parcels 40 acres in size.

Research procedure involved contacting every Federal agency holding land in Oregon. The response was generous. Some agencies sent information by mail; some provided detailed maps. Much information was obtained by examining records in agency offices.

The reproduction copy of the map was constructed by placing patterns and/or numbers representing holdings of the various agencies onto a Mylar base map. This base map was then printed onto an intermediate material, and the title, legend, and borders were inked onto this. Final copies were made from this intermediate. The table was constructed by typing the data onto several $8\frac{1}{2}$ by 11 inch white sheets, taping these together, and then photographically reproducing the assembled page.

The results, presented here, are a map showing the location and distribution of the Federal land in Oregon, and a table showing the amount of land owned by every Federal agency in every county of Oregon. It is believed that both are unique.

It is recognized that these contributions are only a beginning. The author hopes that they will encourage additional thesis studies on other aspects of the Federal land in Oregon with the goal of a better understanding and a more productive use of the whole land resource base of Oregon.

THE FEDERAL LAND IN OREGON
by
WILLIAM BARTHOLOMEW CAROLAN, JR.


A THESIS
submitted to
OREGON STATE UNIVERSITY

in partial fulfillment of
the requirements for the
degree of


MASTER OF SCIENCE

June 1963


APPROVED:




Professor of Natural Resources
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Date thesis is presented November 13, 1962

Typed by Nancy Kerley

ACKNOWLEDGEMENTS

Many people contributed to the successful completion of this study. County, state and federal officials and employees gave generously of their time, and provided materials and maps of many kinds. The Oregon State Planning and Development Commission and the Department of Natural Resources of Oregon State University provided much of the physical materials used in the construction of the map. Valuable cartographic advice was furnished by Jon Leverenz, Cartography Instructor in the Department of Natural Resources. Eldon Hickey of the State Planning and Development Commission helped with reproduction problems. Professor Richard M. Highsmith, Jr. acted as Major Professor and guided the whole study.

The author wishes to acknowledge his indebtedness to all, and to express his gratitude for such able assistance.

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THE FEDERAL LAND IN OREGON

INTRODUCTION

Over fifty per cent of the land of Oregon is owned by the Federal government. Information in convenient detail about this land never has been brought together. A summary table is published annually by the Bureau of Land Management. This merely lists total acreage for each Federal agency in the state. There has been no map in existence showing the location of the Federal lands. Two agencies, the Forest Service and the Bureau of Land Management, publish small scale state maps showing their own holdings. Other agencies prepare working site maps only.

There is constant need for information dealing with the distribution and the quantity of the Federal land in the state and in each county. Moreover, there is need for detailed information about the character and the role of the Federal land in Oregon. The purpose of this study is to fill the first need. The principal contribution is a map showing the location and distribution of the Federal land in Oregon by agency. The map is supplemented by a master table which shows the amount of land held by each agency in each of the 36 Oregon counties. Two minor tables summarize the master table.

The study narrative explains the planning, the research, and the cartographic techniques which produced the map and the tables. The last chapter briefly appraises the result.

CHAPTER ONE

PLANNING

Initial planning was concerned with five major matters. The first dealt with the minimum size parcel of land to be represented on the map. It was found that relatively little acreage is held in parcels of less than 40 acres, but that a great deal of Federal land is held in units this size. Thus 40 acres was chosen as the minimum.

The second major matter concerned the scale of the map. It was assumed that many people would want available the results of the study. Hence, it was decided that a single sheet map designed to fit on an office wall would be most useful.

The third matter was the number of Federal agencies to be separately identified on the map. It was recognized that complete coverage would be most useful and desirable. At this stage, however, it was not known whether the map scale would permit total identification. It was decided to delay this decision and to compile the data as if every agency's holdings were to be shown distinctively. When the time came for the map to be constructed the situation would be better known and a final decision could be made.

The fourth matter was whether the study should include all land held by the Federal government or be restricted to land owned by the Federal government. Since land held or used under leases, under easement rights, and in trust is the property of someone other than the Federal government, it was decided to show only land owned.

The last major matter of initial concern was whether data should be collected on a state-wide basis for each agency or on a county basis. The data would have a wider range of use if presented by counties. Therefore it was decided to collect as much data as possible on a county basis.

The initial plans were followed, though later modified somewhat. A satisfactory base map of convenient size was obtained from the Bureau of Land Management Cartographic Division in Portland. Mapping and acreage data were available for land owned as distinct from land held. It was possible to compile this data on a county basis for all agencies but one. Mapping information was available and was compiled on a 40 acre minimum parcel basis. The plan to construct the map on this basis, however, had to be modified. Placing patterns representing such small areas onto the map was prohibitively tedious and time consuming.

The modified procedure was to fill in with a pattern every section of land (640 acres) which contained 40 acres or more of Federal land. This modification then removed those difficulties connected with showing the small holdings of every agency.

Identification symbols undistinguishable in a 40 acre area readily could be seen in a full section.

With plans completed, data gathering began.

CHAPTER TWO

RESEARCH

The Federal Land in Oregon was chosen as a thesis subject in January of 1962. Preliminary research was done in February, March, and April to classify the material available, to select from the broad subject the most appropriate aspect for study, and to determine possible sources. Three days were spent examining publications and maps in the Oregon State University library. State officials in Salem were contacted. Six days were spent interviewing county officials and examining land records in four different counties. Visits were made to offices of the Forest Service and the Bureau of Land Management, the holders of the greatest amounts of Federal land in Oregon.

It became clear that the first need was for a detailed study of (1) the location of Federal land in Oregon, and (2) the quantity held by the several agencies on a county unit basis. This then became the thesis topic. It soon was discovered that no single Federal agency, or non-Federal source, had complete, detailed records of all Federal land in the state. Each Federal agency had to be contacted.

Individual agencies had maps of their own holdings, and acreage figures that could be adjusted on a county basis.

During the remainder of the spring, research time was spent contacting the agencies listed in the Bureau of Land Management summary table. Later, other Federal agencies were contacted to assure completeness and accuracy. In April the paper base map was obtained from the Bureau of Land Management Cartographic Division. Two base map forms were used. One was printed on paper. This was used as the work sheet base on which information was recorded as gathered. The other, at the same scale, was printed on Mylar, a translucent plastic. The reproduction copy was constructed on this. Each base map was in three pieces. One piece was of Western Oregon from the Pacific Ocean to about the crest of the Cascades. The other two were of Eastern Oregon, one north and one south of the forty-fourth parallel.

During early summer, trips were taken as necessary to gather information, and more letters were written. Each agency was informed of the purpose of the study. Each was asked to give or to send its acreage figures and maps showing the locations of its holdings. The response was generous.

Information came from some agencies entirely by mail. These sent property lists with acreages and locational descriptions, or maps, of each holding. Other agencies sent acreage figures but could not send mapping information. It was necessary to drive to Albany, Astoria, Portland, and Salem in Oregon; to Boise, Idaho; and to Seattle, Washington, to get mapping information from these agencies. The Bureau of Land Management and the Forest Service provided maps in great detail of most of their holdings.

Forest Service and Bureau of Land Management maps were filed away until all other map information had been compiled. This other map information was placed on the paper work sheet base map with colored pencils as it was gathered. Holdings of many agencies were less than a full section in size or were almost solid blocks of only a few sections. These were recorded easily. The holdings of the Bureau of Land Management not on maps, and those of the Bureau of Reclamation, the Corps of Engineers, and the Fish and Wildlife Service were recorded with more difficulty. These holdings were many, scattered, odd-shaped, and irregularly bounded. Much care was required to get the information onto the correct place in the proper section and township.

Acreage figures for each agency by county were gathered at the same time as the mapping information. Three agencies keep records by county. Other agencies have acreage figures for each holding. The county total for these agencies was obtained by adding the acreage for each holding in a county. This was not completely possible for the Corps of Engineers. The Corps does keep acreage figures for each project, but the four projects along the Columbia River include acreage in the State of Washington as well as in Oregon. Maps of these projects were examined, and the per cent of each project in Oregon counties was estimated. This estimated acreage was then added into the table. The Bonneville Power Administration could provide only a state total for its holdings. It was possible, however, to determine from maps in which counties this agency holds land. These counties were marked with a symbol in the master table. A third agency could not be completely tabulated by county. The Bureau of Land Management does not include in its county figures land on which claims are being processed. Footnotes were added to the master table to call attention to these three items.

Recording the information took much of June and July. By the end of July the necessary data, with some

minor exceptions, had been compiled. Map construction could begin.

CHAPTER THREE

CONSTRUCTION

Construction materials were gathered gradually during June and July. The Blu-Zip patterns and the Mylar base map were the two most important. Blu-Zip is a trade name for thin sheets of transparent material. Patterns made of lines and/or dots are printed on one side and a coat of adhesive material covers the reverse. Five of the nine patterns on the map represent the five categories of Bureau of Land Management land. The other four represent the holdings of four individual agencies. The nine patterns were selected on the basis of distinguishability in pattern and/or tone.

Map construction began on July 30th. The placing of the Blu-Zip patterns on the Mylar base took about five weeks. Every section that contained 40 acres or more of Federal land held by the five agencies was filled with the appropriate pattern. One pattern was placed over another in sections in which two agencies held land.

The degree of difficulty of pattern placement varied. Blu-Zip representing Forest Service holdings in large blocks was applied with little difficulty.

Application of the Blu-Zip pattern for the Public Domain in southeastern Oregon was more tedious. In that area there are many sections of non-Federal land from which the Blu-Zip material had to be cut and removed.

The application of Blu-Zip patterns where sections of Federal land alternate with sections of non-Federal land required much more attention and careful cutting. An example of this is the pattern representing the Oregon and California Railroad Revested Land in Western Oregon. Those patterns placed in areas in which sections of Federal land of one agency alternate with sections of Federal land of another agency required the greatest care. An example of this is the pattern representing the Controverted O & C land in Range 1 West, Township 26 South.

The difference in the degree of difficulty can be understood by comparing the difference in the rate of application of the patterns. Forest Service Blu-Zip (large blocks) was applied at a rate of about 330,000 acres per hour. The O & C land pattern (alternating with sections of non-Federal land) went on at a rate of about 40,000 acres per hour. The Controverted O & C pattern (alternating with another pattern usually) went on at a rate of only about 20,000

acres per hour. The representation of the two million acres of O & C land took slightly longer than the representation of the almost fifteen million acres of Forest Service land.

A similar procedure was followed in applying each agency pattern. A Blu-Zip pattern was placed on an area, smoothed to expel air caught underneath, and rubbed gently to hold it firmly in place. Then unwanted material was cut away and the remainder rubbed vigorously to make it secure. Cutting was done carefully as the Blu-Zip material will rip if not cut correctly.

Each of the 14 remaining Federal agencies was given a number. The number was placed in any section in which the agency held 40 acres or more of Federal land. Holdings larger than a section were bordered with a heavy line and the appropriate number placed inside. In some sections numbers were placed over patterns. This signifies that two agencies hold land in these sections.

The next step was to remove from the Mylar base map unwanted lines and symbols. Borders, titles, and legends were cut off with scissors. Where unwanted printing occurred within the state boundary the ink on the Mylar was moistened and scrapped off with a sharp knife. On September 7 and 8 the three

sections of the Mylar base were joined together. The two sheets representing Eastern Oregon join along a straight line. They fitted together with little difficulty. There was much more difficulty joining the Western Oregon sheet to the now Eastern Oregon sheet. The Western Oregon sheet had been made as a separate map. Its eastern edge did not fit into the western edge of the Eastern Oregon sheet. Some townships appeared on both sheets; parts of some townships did not appear on either. Careful cutting of the Mylar of both sheets was necessary before the two fit smoothly. Scotch Branch Magic Mending Tape was used to bind together the three sections. This is translucent and so does not interfere with the photographic process used in reproducing the map.

The map of the state (with patterns and numbers) was then photographed and printed onto a translucent sheet of paper. The title, legend, and borders were placed on this during the next two weeks. A Varigraph was used to do the lettering and the numbering. This is a device with which an operator moves a stylus in a groove forming a letter. A penpoint at the other end of a series of arms outlines the same letter in ink on the paper. Later the interior of each letter is inked solid. The borders were

done with a Graphos pen. This has points as wide as the lines.

Finally the map was completed on the translucent sheet. On September 28, copies were made on paper. These were circulated among the several agencies for comments. Comments resulted in additions to the translucent sheet. Copies of this were made again and circulated. The result is presented here.

The table was constructed as soon as the map was finished. The data was first placed on a work copy sheet. Every column and the column totals were machine added to assure accuracy. The table was then typed on several standard $8\frac{1}{2}$ by 11 white sheets. These sheets were taped together and taped onto a white board. This was photographed and the table thus reproduced. This result also is presented here.

CHAPTER FOUR

THE CONTRIBUTIONS

The contributions of this thesis are the map and the table. It is believed that these are of major significance. There is no other map known which shows the location of the Federal land in Oregon. On no other map can the pattern of the distribution be seen so clearly. On no other map is the distribution of land indicated by agency ownership. The master table is unique also. State totals by agency for the Federal land in Oregon are available. This table, however, is the only one now in existence which shows the holdings of every Federal agency in all 36 counties in Oregon.

It is recognized that these contributions are only a beginning of a study of the Federal land of Oregon. They provide answers to just three questions: How much Federal land is there in Oregon? Where is it? and, Which agency of the Federal government controls it?. There are many questions which remain to be answered about the character and the role of the Federal land in Oregon. An investigation into these questions is beyond the scope of this study. It is expected that they will be investigated by others.

The value of this study will be reflected in the demand for the map and table by those with an interest in the land resource of Oregon. For some, questions will be fully answered; for others, new questions will be raised. In any case, it is the hope of the author that he has contributed valuable knowledge respecting one aspect of the land base of Oregon which may provide part of the basis for its better control and use.

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Federal Land in Oregon by Agency and County																														Notes										
Agencies Responsible	State (Acres)*	Counties: Baker	Benton	Clackamas	Clatsop	Columbia	Coos	Crook	Curry	Deschutes	Douglas	Gilliam	Grant	Harney	Hood River	Jackson	Jefferson	Josephine	Klamath	Lake	Lane	Lincoln	Linn	Malheur	Marion	Morrow	Multnomah	Polk	Sherman	Tillamook	Umatilla	Union	Wallowa	Wasco	Washington	Wheeler	Yamhill			
Department of Agriculture Agricultural Research Service Forest Service	14,593.8 15,001,833	644,953	15,512	511,669			54,071	434,792	546,752	966,846	897,829		1,557,265	14,593.8 516,739	210,346	427,823	268,902	296,475	1,615,549	1,025,918	1,309,228	170,675	463,215	3,831	206,749	136,176	69,025			92,690	401,924	617,827	1,139,037	209,747		165,021	25,447	* As of June 30, 1961 for Forest Service and Bureau of Land Management; as of June 1962 for all others.		
Department of Commerce Maritime Administration	917				917																																	** Partly estimated.		
Department of Defense Air Force Army Corps of Engineers Navy	801.64 19,361.71 59,472.69** 98,645.92	108.89	480.74 531.79	.77 80		855.39				36.36 360.44		66.08 2,961			40.29 737.38	478.42			.87		2.69 30,830.01	35.76	4,968.62		3,396.47	9,084 2,679 95,983.21	164.06 294.36 12.89		1,388	125.09 1,632.78	77	8,129 5,961		714.91			(a) Represents county in which Bonneville Power Administration owns land; exact figures were not available.			
Federal Aviation Agency	971.16									120	52.38					80		283	160		110.9																		Sources: Agency records.	
Federal Communications Commission	108.75																																							
Department of Health, Education and Welfare Public Health Service	1.4																																							
Department of the Interior Bonneville Power Administration Fish and Wildlife Service Bureau of Indian Affairs Bureau of Land Management Coos Bay Wagon Road Land Oregon and California RR Revested Land Controverted O&C Land Special Act O&C Land Public Domain Total BLM (15,937,354)	1,046.2 444,024.2 1,219.44 74,586 2,070,939 462,697 29,721 13,299,411*** 47 160,876.7 173,447	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)			184,871.8 770	(a)			14.12	19,618.7 5.0	238,780.4	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	For location of Federal land in Oregon see map (Scale: one inch equals six miles) in "Federal Land in Oregon" by William B. Carolan, Jr., Master's degree thesis, Department of Natural Resources, Oregon State University, October 1962.	
Bureau of Mines National Park Service Bureau of Reclamation	160,876.7 173,447	1,948																																						
Post Office Department	14.9	.4	.8	.3	.9		.6			.6				.5	.3			.4	.8	.5	.8		.4	.5																
Treasury Department Coast Guard General Services Administration	686 6.5																																							
Veterans Administration	473.746																																							
Total Federally-owned Land	31,915,902.756	948,426.29	74,080.33	613,457.65	5,605.07	11,934.39	248,371.51	944,042	671,438.8	1,435,694.6	1,646,884.786	41,715.08	1,729,750	4,713,874.39	211,359.68	915,055.52	296,645.12	706,840.4	2,053,746.20	3,810,719.9	1,725,279.90	195,152.66	556,952.02	4,683,721.5	231,282.57	291,775.01	74,671.10	42,303	47,080	145,347.17	455,461.62	628,884.5	1,158,126	251,461.91	12,055.3	258,238.98	68,575.6	Total by county	31,906,010.556	
Total All Land in Oregon	61,641,600	1,973,760	427,520	1,209,600	524,800	413,440	1,031,040	1,907,200	1,038,080	1,937,280	3,239,680	775,040	2,900,480	6,484,480	338,560	1,802,880	1,148,160	1,040,000	3,822,720	5,292,800	2,926,720	630,400	1,468,160	6,316,800	750,720	1,317,760	271,360	472,960	531,200	713,600	2,067,840	1,300,480	2,033,920	1,527,680	458,240	1,092,480	453,760	Plus: Bonneville Pwr Adm	1,046.2	
Percent in Federal Ownership	51.8%	48.1%	17.3%	50.7%	1.1%	2.9%	24.1%	49.5%	64.7%	74.1%	50.8%	5.4%	59.6%	72.7%	62.4%	50.8%	25.8%	68%	53.7%	72%	58.9%	31%	37.5%	74.1%	30.8%	22.1%	27.5%	8.9%	8.8%	20.4%	22%	48.4%	56.9%	16.5%	2.6%	23.6%	15.1%	Grand Total Federal Land	31,915,902.756	

APPENDIX

SUMMARY TABLE 1
FEDERAL LAND IN OREGON BY AGENCY

	<u>Acres</u>
Bureau of Land Management	15,937,354
Forest Service	15,001,833
Fish and Wildlife Service	444,024.2
Bureau of Reclamation	173,447
National Park Service	160,876.7
Navy	98,645.92
Corps of Engineers	59,472.69
Army	19,361.71
Agricultural Research Service	14,593.8
Bureau of Indian Affairs	1,219.44
Bonneville Power Administration	1,046.2
Federal Aviation Agency	971.16
Maritime Administration	917
Air Force	801.64
Coast Guard	686.0
Veterans Administration	473.746
Federal Communications Commission	108.75
Bureau of Mines	47
Post Office Department	14.9
General Services Administration	6.5
Public Health Service	1.4
Total of 21 Agencies	31,915,902.756

SUMMARY TABLE 2
FEDERAL LAND IN OREGON BY COUNTY

<u>County</u>	<u>Federal Acreage</u>	<u>Total Acreage</u>	<u>Per Cent</u>
Harney	4,713,874.39	6,484,480	72.7
Malheur	4,683,721.50	6,316,800	74.1
Lake	3,810,719.90	5,292,800	72
Klamath	2,053,746.20	3,822,720	53.7
Grant	1,729,750.0	2,900,480	59.6
Lane	1,725,279.90	2,926,720	58.9
Douglas	1,646,884.786	3,239,680	50.8
Deschutes	1,435,694.6	1,937,280	74.1
Wallowa	1,158,126.0	2,033,920	56.9
Baker	948,426.29	1,973,760	48.1
Crook	944,042.0	1,907,200	49.5
Jackson	915,055.52	1,802,880	50.8
Josephine	706,840.4	1,040,000	68
Curry	671,438.8	1,038,080	64.7
Union	628,884.5	1,300,480	48.4
Clackamas	613,457.65	1,209,600	50.7
Linn	556,952.02	1,468,160	37.9
Umatilla	455,461.62	2,067,840	22
Jefferson	296,645.12	1,148,160	25.8
Morrow	291,775.01	1,317,760	22.1
Wheeler	258,238.98	1,092,480	23.6
Wasco	251,461.91	1,527,680	16.5
Coos	248,371.51	1,031,040	24.1
Marion	231,282.57	750,720	30.8
Hood River	211,359.68	338,560	62.4
Lincoln	195,152.66	630,400	31
Tillamook	145,347.17	713,600	20.4
Multnomah	74,671.10	271,360	27.5
Benton	74,080.33	427,520	17.3
Yamhill	68,575.6	453,760	15.1
Sherman	47,080.0	531,200	8.8
Polk	42,303.0	472,960	8.9
Gilliam	41,715.08	775,040	5.4
Washington	12,055.3	458,240	2.6
Columbia	11,934.39	413,440	2.9
Clatsop	5,605.07	524,800	1.1
	31,906,010.556		
Plus	9,892.2	not available by county	
TOTALS:	31,915,902.756	61,641,600	51.8