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GARRISON DIVERSION UNIT

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HEARING BEFORE THE SUBCOMMITTEE ON IRRIGATION AND RECLAMATION OF THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

EIGHTY-SEVENTH CONGRESS
FIRST SESSION
ON

S. 230

A BILL TO MAKE CERTAIN PROVISIONS IN CONNECTION
WITH THE CONSTRUCTION OF THE GARRISON DIVERSION
UNIT, MISSOURI RIVER BASIN PROJECT, BY THE
SECRETARY OF THE INTERIOR

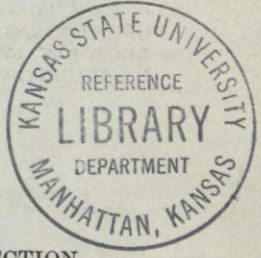
JUNE 21, 1961

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HEARING

BEFORE THE

SUBCOMMITTEE ON

IRRIGATION AND RECLAMATION

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS

CLINTON P. ANDERSON, New Mexico, *Chairman*

HENRY M. JACKSON, Washington
ALAN BIBLE, Nevada
JOHN A. CARROLL, Colorado
FRANK CHURCH, Idaho
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SUBCOMMITTEE ON IRRIGATION AND RECLAMATION

CLINTON P. ANDERSON, New Mexico, *Chairman*

HENRY M. JACKSON, Washington
JOHN A. CARROLL, Colorado
QUENTIN N. BURDICK, North Dakota
J. J. HICKEY, Wyoming

THOMAS H. KUCHEL, California
GORDON ALLOTT, Colorado
HIRAM L. FONG, Hawaii

10/11/13

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GARRISON DIVERSION UNIT

WEDNESDAY, JUNE 21, 1961

U.S. SENATE,
SUBCOMMITTEE ON IRRIGATION AND RECLAMATION OF THE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The subcommittee met, pursuant to call, at 10 a.m., in room 3110, New Senate Office Building, Senator Quentin N. Burdick presiding.

Present: Senators Quentin N. Burdick, North Dakota; J. J. Hickey, Wyoming; Thomas H. Kuchel, California; and Hiram L. Fong, Hawaii.

Also present: Senators Milton R. Young, North Dakota; and Francis Case, South Dakota.

Senator BURDICK. We are here this morning to consider S. 230, a bill to make certain provisions in connection with the construction of the Garrison diversion unit, Missouri River Basin project, by the Secretary of the Interior.

I am, of course, happy that so many people here are from North Dakota this morning. You have come a long way and I hope we can move along expeditiously in this hearing. A similar bill, S. 147, was introduced in the Senate on January 9, 1959, and originally referred to the Committee on Public Works. This committee was later discharged and the measure rereferred to the Interior and Insular Affairs Committee.

In June of 1960, the Interior Department reported favorably on the bill, if amended. The measure now under consideration does, I believe, meet any objections which had previously been raised and has a favorable report from the Department of the Interior, and from the Bureau of the Budget.

I might say the report from the Bureau of the Budget is that they have no objection to the proceeding.

At this point in the record I will order that S. 230 and the departmental reports thereon be printed.

(S. 230, White House statement of President John F. Kennedy,¹ and the reports of the Department of the Interior and the Bureau of the Budget follow:)

[S. 230, 87th Cong., 1st sess.]

A BILL To make certain provisions in connection with the construction of the Garrison diversion unit, Missouri River Basin project, by the Secretary of the Interior

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the general plan for the Missouri-Souris unit of the Missouri River Basin project, heretofore authorized in section 9 of the Flood Control Act of December 22, 1944 (58 Stat. 887), as

¹ Subsequently ordered placed in the record at this point by Senator Burdick.

modified by the report of the Secretary of the Interior contained in House Document Numbered 325, Eighty-sixth Congress, Second session, is confirmed and approved under the designation "Garrison diversion unit," and the construction of works recommended therein by the Secretary shall be prosecuted by the Department of the Interior substantially in accordance with such modified general plan.

SEC. 2. In connection with the carrying out of the plan for the Garrison diversion unit, the Secretary is authorized to make provision for the conservation and development of the fish and wildlife resources of the area in accordance with the authorities and procedures of the Fish and Wildlife Coordination Act (48 Stat. 401, as amended; 16 U.S.C. 661, and the following).

The Secretary is authorized to construct recreational facilities essentially as described in aforesaid House Document Numbered 325, and to withdraw or acquire by such means as he considers in the public interest additional lands required therefor if the State of North Dakota, or a political subdivision thereof, or a public entity agrees to operate and maintain such recreational facilities for a period of at least twenty years. After twenty years of State or local operation and maintenance, the Secretary is authorized to convey to the State, or to a political subdivision thereof, or to a public entity, without monetary consideration, the recreation facilities, including land therefor, to be used, operated, and maintained by the State, or political subdivision, or public entity exclusively for public use purposes. Except for works and areas which will be administered by an agency of the Department of the Interior, provision of specific facilities for these purposes shall not be undertaken by the Secretary until suitable agreements have been made with State or local agencies respecting, among other things, administration and the bearing or sharing of appropriate operation and maintenance costs. Appropriate shares of the Federal costs of constructing, operating, and maintaining the Garrison diversion unit shall be allocated to the purposes specified in this section and shall be nonreimbursable and nonreturnable as are certain other purposes of the project under the Federal reclamation laws (Act of June 17, 1902, 32 Stat. 388, and Acts amendatory thereof and supplementary thereto).

SEC. 3. Notwithstanding the existence of any reservation of right-of-way for canals under the Act of August 30, 1890 (26 Stat. 371, 391, 43 U.S.C. 945), the Secretary is authorized to pay just compensation to the owners of private lands west of the one hundredth meridian, for all lands or interest in lands required for right-of-way purposes for the Garrison diversion unit.

SEC. 4. The Garrison diversion unit shall be integrated physically and financially with the other Federal works constructed or authorized to be constructed under the comprehensive plan approved by section 9 of the Act of December 22, 1944, as amended and supplemented. The Secretary shall give consideration to returning to the Missouri River to the fullest extent practicable such of the return flows as are not required for beneficial purposes.

(It was subsequently ordered that the following White House press release precede the departmental reports:)

[For immediate release, June 21, 1961, Office of the White House Press Secretary]

President John F. Kennedy today announced his support of the Garrison diversion irrigation development in the upper Missouri River Basin. Administration approval of the project was transmitted to the Congress by the Department of the Interior in the form of a report from Secretary Stewart Udall and by testimony before a Senate subcommittee by Assistant Secretary for Water and Power Kenneth Holm.

The irrigation project, located principally in North Dakota, will, when completed, enable the farmers of the area to diversify their crops and as a consequence stabilize the economy of the region. Completion of the project, to serve 250,000 acres initially, will not bring additional land into crop production, but will make it possible for the area's farmers to change from dry farming of wheat which is in surplus to varied crops including those which will support cattle raising and yield higher incomes.

The Garrison diversion for irrigation was authorized nearly 17 years ago. Since then most of the flood control, navigation, and power features of the project have been constructed with a loss of valuable fertile farmland in North Dakota and South Dakota. Action on the irrigation project would fulfill a long-standing obligation to the people of these States. More land, now dry farmed, would be irrigated to replace the fertile lands that have been submerged. The

project will also provide the area with valuable fish and wildlife and other recreational benefits.

In commenting on the project, the President made the following statement, "As indicated in my message to the Congress on natural resources, 'Wise investment in a resource program today will return vast dividends tomorrow, and failures to act now may be opportunities lost forever.' The Garrison diversion project is an excellent illustration of the principle. The investment to be made now in the upper Missouri River Basin will in the future bring to the people of the Dakotas and the Nation at large great benefits in the form of a sound agricultural economy, improved recreational facilities, and perhaps most important of all, the region will be able to retain and support its greatest resource, the young people who have in recent years been forced to leave farms in the areas in alarming numbers."

The cost of the stage of the Garrison diversion unit proposed for construction would be \$183 million to be expended over a period of 10 or more years.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., June 20, 1961.

HON. CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: This responds to your request for the views of this Department on S. 230, a bill to make certain provisions in connection with the construction of the Garrison diversion unit, Missouri River Basin project, by the Secretary of the Interior.

We recommend the enactment of this bill if it is amended as we suggest.

The primary purpose of this bill is to make the necessary modifications in the Missouri River Basin project authorizations to accommodate the special conditions of the Garrison diversion unit. The bill, as introduced in the Congress, is consistent with the findings and recommendations of the Secretary's proposed report which was approved and adopted June 12, 1957. Following that report, further studies, conferences, and negotiations were had, resulting in the Secretary's report of February 3, 1960, as transmitted to the Congress. The principal revision made by the February 3, 1960, report of the Secretary was the adoption of the plans to irrigate only 250,000 acres of the 1,007,000 acres described in the proposed report. There is also enclosed, as a part of this report, a copy of the supplemental report on Garrison diversion unit (limited to 250,000 acres), and dated January 1961. This supplemental report presents up-to-date information on the construction costs and economic and financial analysis of the unit.

The specific tracts of land to be irrigated under the 250,000-acre plan will be a part of the 1,007,000 acres set out in the original report. The physical plan of service to the lesser area will be similar to the original proposal, except that some of the principal supply works will be built to smaller capacity and only those distribution works required to serve the tracts of land selected for development will need be built.

Continuing detailed studies of the various tracts of irrigable land and the desires of the State of North Dakota and the prospective water users as reflected by the formation of irrigation districts and the negotiation of repayment contracts will result in the selection of the lands to be served under the project.

Before any construction activities are initiated, we will require that contracts be executed among the United States, the Garrison Diversion Conservancy District, and the irrigation districts to insure sufficient annual water revenues, together with revenues available to the conservancy district, to pay the operation, maintenance, and replacement costs of the principal supply works and of the distribution, lateral and drainage systems applicable to the areas for which service is provided. This requirement can be met when contracts to serve about half of the 250,000 acres have been executed. Thereafter, as additional tracts are brought into production, an increasing portion of the annual payments will be available for repayment of construction costs allocated to irrigation.

Since the Secretary's report was completed, more detailed cost estimates have been prepared, which indicate that the preliminary estimate of approximately \$169 million was about 8.8 percent low and that the cost may be about \$183 million. However, about \$9 million of this amount has already been expended

on investigations of the Garrison diversion unit and on construction of Jamestown Dam. Such a variation is within the normal range of accuracy to be expected in preliminary estimates. Construction of the Garrison diversion unit remains feasible and economically justified.

Section 2 of the bill deals with the conservation and development of the fish and wildlife resources of the area and provides that it shall be done in accordance with the authorities and procedures of the Fish and Wildlife Coordination Act (48 Stat. 401, as amended, 16 U.S.C. 661, et seq.). The section further provides as to the construction of the recreational facilities. The Secretary is authorized to construct appropriate recreational facilities and to withdraw or acquire additional lands required for recreation if the State of North Dakota or some political subdivision or public entity agrees to operate the recreational facilities for a period of at least 20 years. After the 20-year period the Secretary is authorized to convey the facilities to the State or political subdivision thereof or the public entity without monetary considerations.

In order to clarify that part of the bill dealing with recreation, we would recommend the following minor amendment:

That in line 24, page 2, of the bill the word "use" be deleted and that there be inserted in its stead the words "park, recreation, and conservation."

Section 3 of the bill would amend the act of August 30, 1890 (26 Stat. 391), by authorizing the Secretary to pay just compensation for rights-of-way to the owners of private lands west of the 100th meridian across which the canals of the Garrison diversion unit may run. That act reserves to the United States rights-of-way on such lands for canals and ditches constructed by the authority of the United States. There is no authority to reimburse landowners west of the 100th meridian for rights-of-way taken in accordance with the 1890 act and payments must be limited to damage to improvements and crops. The 100th meridian passes through the center of the area of the Garrison diversion unit and we believe it would obviously be discriminatory to make full payment to the landowners each of the meridian for lands taken for canals when payment could only be made to the landowners located west of the line for improvements and crops.

A statement of personnel and other requirements that enactment of the bill may entail is attached in accordance with the provisions of Public Law 801, 84th Congress.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

GARRISON DIVERSION UNIT

5

DEPARTMENT OF THE INTERIOR

SUBJECT MATTER: GARRISON DIVERSION UNIT, MISSOURI RIVER BASIN PROJECT

Estimated additional man-years of civilian employment and expenditures for the first 5 years of proposed new or expanded programs

	1st year	2d year	3d year	4th year	5th year
Estimated additional man-years of civilian employment:					
Executive direction:					
Executive.....			1	1	2
Clerical.....			1	2	3
Total, executive direction.....	0	0	2	3	5
Administrative services and support:					
Accountant.....	1	2	6	9	14
Clerical.....	2	5	22	30	51
Property management.....	3	6	15	20	34
Records maintenance.....	2	6	16	26	38
Total, administrative services and support.....	8	19	59	85	137
Substantive (program):					
Engineering aids.....	12	20	40	54	70
Engineers.....	20	40	80	100	140
Geologist.....	5	6	14	20	25
Others.....	9	10	20	30	32
Total, substantive.....	46	76	154	204	267
Total, estimated additional man-years of civilian employment.....	54	95	215	292	409
Estimated additional expenditures:					
Personal services.....	\$357,000	\$644,000	\$1,440,000	\$1,950,000	\$2,725,000
All other.....	3,643,000	8,356,000	18,560,000	20,050,000	29,275,000
Total, estimated additional expenditures.....	4,000,000	9,000,000	20,000,000	22,000,000	32,000,000

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., June 21, 1961.

HON. CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

MY DEAR MR. CHAIRMAN: This is in reply to your letter of January 17, 1961, requesting the views of the Bureau of the Budget on S. 230, a bill to make certain provisions in connection with the construction of the Garrison diversion unit, Missouri River Basin project, by the Secretary of the Interior.

The purpose of this bill is to authorize construction of the Garrison diversion unit as a part of the Missouri River Basin development of the Bureau of Reclamation.

We note that the costs of the proposed Garrison diversion unit allocated to fish and wildlife would exceed the specific costs to be incurred for that purpose. In this connection, the President, in his natural resources message, instructed the Bureau of the Budget to reevaluate current standards for appraising the feasibility of water resources projects. A review of current standards is now underway pursuant to the President's instructions, and is scheduled for completion in the near future. We would expect that, prior to a request for funds to initiate construction on the Garrison diversion unit, the Secretary of the Interior would reallocate the costs of the project in accordance with the evaluation standards for water resources to be established following completion of this review.

Accordingly, the Bureau of the Budget would have no objection to the enactment of S. 230.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

Senator BURDICK. This legislation amends existing authorization to fit a new plan of development. The first phase is proposed to irrigate 250,000 acres of land in North and South Dakota with a possibility of future expansion to encompass over 1 million acres.

In addition to providing irrigation water, it would furnish the following benefits: pollution abatement, flood control, drainage, municipal and industrial water supplies, as well as fish and wildlife benefits.

I have every hope that with the wholehearted support of both the State and Federal people this project will move forward with all speed so that in the near future our citizens will be able to reap the benefits that must certainly result from this truly great project.

A tentative list of witnesses has been prepared and every possible consideration will be given to the wishes of those who desire to testify. In order that a comprehensive record can be made, particularly in view of the fact that these are the first hearings to be held before this committee, adequate time will be given for a complete discussion of every facet of the proposal. Those who wish to testify and have not already so indicated should check with Mr. Whitacre, professional staff member of the committee, so we can proceed as expeditiously as possible.

I might say at this juncture that we have just 2 hours. The Senate will meet at 12. I urge you all to be as brief as possible and, of course, I want you to present your testimony as well as you can in that time. Anyone who has a long statement or a complete statement will have the privilege of filing it and the complete statement will appear in the record.

At this time, I should like to call upon my colleague, the Honorable Milton R. Young, the senior Senator from North Dakota, as the first witness.

STATEMENT OF HON. MILTON R. YOUNG, A U.S. SENATOR FROM THE STATE OF NORTH DAKOTA

Senator YOUNG. Thank you.

Mr. Chairman and members of the committee, this hearing on legislation sponsored by Senator Burdick and myself to amend the authorization of the Garrison diversion irrigation project is most timely. At the present time in North Dakota much, if not all of the State, is suffering from a severe drought. This is particularly true of the region which would be served by this irrigation project. The current dry weather situation is something that we must expect at recurring times in North Dakota.

The bill pending before this committee this morning would, if enacted, make it possible for the State of North Dakota to reach an objective toward which we have been working for over 50 years. The irrigation potential of our State was recognized as far back as 1890—and especially during the drought and depression years of the 1930's. Its accomplishment has been vigorously sought ever since.

Over the years, with the help of the various Federal agencies, we have gradually been working toward the goal of developing this potential in our State. This hearing is another milestone in this effort. By approving Senate bill 230, you can help us take a considerable step forward and one which will contribute immeasurably to the

economic health of North Dakota, as well as to the Upper Great Plains and the Nation as a whole.

At the time of the approval by Congress of the Flood Control Act of 1944, one of the largest units contained in that act, and a key feature of the Pick-Sloan plan was the Missouri-Souris irrigation unit. This unit was designed to provide irrigation water for over 1 million acres of North Dakota land, and to provide badly needed industrial and municipal water supplies to many of our cities and towns, as well as to restore and create fish and wildlife opportunities throughout the State.

With this objective in mind and agreed upon by all concerned, we of North Dakota consented to the inundation of half a million acres of fertile Missouri River bottom lands in North Dakota by these main stream reservoirs.

During the time when construction funds were first appropriated for Garrison Dam, I stated at an Appropriations Committee hearing, that if we in North Dakota did not one day attain the irrigation project under the Pick-Sloan plan, then know as the Missouri-Souris irrigation project, but now known as the Garrison diversion irrigation project, that Garrison Dam itself would represent a net loss to the State of North Dakota. This has been my continuing conviction. The flood control and navigation function benefits extend almost 100 percent to all the lower Missouri Basin States. The power which is generated at these dams flows out in all directions and far beyond the boundaries of North Dakota.

Of the multiple purposes for which the Missouri River Basin project was authorized, irrigation development, particularly in North Dakota, has lagged far behind the others.

The Garrison diversion unit before you for consideration and reported by the Secretary of Interior would authorize the irrigation of 250,000 acres in North Dakota. It is a modest beginning. It would involve only a fraction of the originally authorized Missouri-Souris unit. It would fall short of restoring to our State all the agricultural land that we have lost, through acquisition of land for the large reservoirs. We all hope and feel sure that at some future time North Dakota will obtain the full potential development originally contemplated in the Pick-Sloan plan.

The people of North Dakota are vitally interested in this project. It is supported and endorsed by virtually every organization in North Dakota, including farm organizations, commodity groups, local chambers of commerce, Greater North Dakota Association, as well as many other civic organizations.

North Dakota, through its State legislature, created the Garrison diversion conservancy district, covering 25 counties of the State. This is the largest single conservancy district in the Nation, organized to support irrigation. The entire assessed valuation of real and personal property within the boundaries of the district will be taxed to provide the necessary revenues, to assist in the repayment of the Federal construction investment.

The farmers themselves, the actual irrigation water users, have likewise formed irrigation districts and have virtually completed the negotiation of contracts, binding themselves to pay in accordance with their ability toward the retirement of the cost allocated to irrigation.

Many municipalities in North Dakota are experiencing very severe water shortage problems. The Garrison plan envisions the supplying of a considerable amount of water to municipalities at such rates as to retire the entire cost allocated to that purpose, with interest, within 50 years.

About 85 percent of the cost of the Garrison diversion unit will be allocated to these reimbursable purposes and will be repaid to the U.S. Government. Those portions of the cost which cannot be borne by the conservancy district and water users will be repaid from net power revenues, from the main stream powerplants, one of the largest of which is at Garrison Dam, also in North Dakota.

This project, I am pleased to note, has a very favorable cost-benefit ratio of 2.40 to 1, as reported by the Bureau of Reclamation in its supplemental report on the Garrison diversion unit in January 1961.

In asking that this unit be advanced to construction, we are only asking that the advantages of reclamation law in irrigation development, be made available to North Dakota on the same basis as in other reclamation States.

Although the pending legislation provides for the construction of facilities to serve less than one-fourth of the area originally contemplated, I urge very strongly its enactment.

Mr. Chairman, we ask nothing more than our fair share of the benefits of the Missouri River Basin development program which, as I have said, are not only statewide but are nationwide. This project will be of immense help to us in North Dakota.

Thank you.

Senator BURDICK. Thank you, Senator Young. That was a very fine statement.

Senator YOUNG. Thank you.

Senator BURDICK. Representative Don L. Short is our next witness. Please proceed.

STATEMENT OF HON. DON L. SHORT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NORTH DAKOTA

Representative SHORT. Mr. Chairman, since there are several witnesses here today who will go into varying aspects of the Garrison diversion program, I just want to emphasize one pertinent fact about the program, namely, that North Dakota thought irrigation was a part of the package it was to receive in return for its contribution toward the development of the Missouri Valley.

When the Missouri Basin development program first came into being many years ago, it was recognized that for the benefits that were to accrue, there would also have to be some sacrifice. The Garrison Dam would inundate close to half a million acres of land, 463,000, I believe is the last exact figure, which does not include the lands that will be inundated from the backing up of waters from the Oahe Dam, a sizable percentage of which would be Missouri River bottom lands, some of our State's very richest agricultural lands, incidentally.

Many North Dakota people, at that time, asked what I think was a very logical question, Why should North Dakota have to sustain such a loss? Well, the river had to be controlled if floods were to be prevented. North Dakotans then began wondering what benefit North

Dakota was to receive. Electric power, we were told, would bring industry to our State.

Power is being generated now at the Garrison Dam, which has an installed capacity of 400,000 kilowatts. Curiously, a good part of this electricity is being wheeled out of the State to such States as Minnesota and Iowa, States which have made very little, if any, sacrifice of productive land toward the development of the Missouri Basin. In North Dakota, we are now at the point of having to construct large, new generating facilities to serve our own needs, within our own State.

North Dakota, it seems to me, has made a very generous contribution toward harnessing the wild Missouri River, and now we are only asking for some help in obtaining our just share of benefits from this great program.

Irrigation has always obviously been looked to as our greatest potential benefit. As has already been pointed out, and will be further pointed out, there are other benefits that will accrue from diversion.

The Garrison diversion unit is not a new idea. We, in North Dakota, had every reason to believe it was authorized in 1944 as a part of the package which contained the Garrison Dam and ensuing reservoirs.

Now we find ourselves having to come here and justify Garrison diversion unit once again. I submit that this project must already have been justified, else North Dakota should never have been asked to accept the loss she has now sustained in land flooded and out of production for all time. We are only asking for our just share of benefits so that our State can move along toward a better balanced and more stable and prosperous economy.

Thank you, gentlemen, for your time, and I hope you will be generous in considering this problem that is very important to North Dakota.

Mr. Chairman, I would like to have, at this time, permission to insert in the record a resolution adopted by the Devils Lake Chamber of Commerce and also a resolution adopted at the regular meeting of the Pekin Rod and Gun Club of Pekin, N. Dak.

Senator BURDICK. Without objection, the resolutions will be made a part of the record.

Representative SHORT. Thank you, Mr. Chairman.

Senator BURDICK. Without objection, I will also make a part of the record the resolution of the North Dakota Legislature on this question.

(The resolutions are as follows:)

RESOLUTION OF THE DEVILS LAKE JUNIOR CHAMBER OF COMMERCE

Whereas recurring drought has again made deep inroads in North Dakota, depleting lakes, streams, and groundwater, and seriously affecting the agricultural economy; and

Whereas the Devils Lake region can never reach its full potential as a farming, ranching, industrial, and resort center without an assured supply of supplemental water; and

Whereas the community has repeatedly signified its support of the Garrison diversion project as a wise investment in the future of the State and Nation: Now, therefore, be it

Resolved, That the Devils Lake Junior Chamber of Commerce, in session this 15th day of June 1961, reaffirms its support of the Garrison diversion project and urges the Congress of the United States to accelerate reauthorization of the project and vote construction funds to assure early completion of the project.

RESOLUTION OF THE PEKIN ROD AND GUN CLUB

Whereas enhancement and replacement of fish and wildlife values is an integral and highly important part of the Garrison diversion project; and

Whereas the majority of the citizens of North Dakota will get the greatest personal pleasure and enjoyment from the outdoor recreation provided and tourism will be increased; and

Whereas the Garrison diversion project would lose much of its value and attraction to and support from a majority of the people without its manifold fish, wildlife, and recreation benefits; and

Whereas such features of the project apparently are under concentrated attack from a small minority interested only in their own personal profit: Now, therefore, be it

Resolved, That the Pekin Rod and Gun Club, affiliated with both the North Dakota and the National Wildlife Federation, reaffirms its support of the fish and wildlife features of the project and urges their retention, and further requests the appropriate State agencies and officials, our Congressmen and the Garrison Diversion Conservancy District to direct their maximum efforts in this direction to the end that the project be speeded to completion.

NORTH DAKOTA SENATE CONCURRENT RESOLUTION S

A CONCURRENT RESOLUTION Memorializing the Congress to authorize the Garrison diversion project and to appropriate funds therefor

Whereas the Garrison diversion project has been found to be economically feasible; and

Whereas this project is of utmost importance in stabilizing and improving the economy of the State of North Dakota and its people; and

Whereas the completion of the Garrison diversion project will result in many acres of land being switched from the production of surplus crops to nonsurplus crops; and

Whereas the completion of the Garrison diversion project will be of great benefit to the Nation: Now, therefore, be it

Resolved by the Senate of the State of North Dakota, the House of Representatives concurring therein, That we do respectfully and earnestly request the Congress of the United States to authorize, at this session, the construction of the Garrison diversion project and the appropriation of funds therefor; and be it further

Resolved, That the secretary of the State of North Dakota is hereby directed to forward copies of this resolution to the President of the United States, the President of the U.S. Senate, the Speaker of the U.S. House of Representatives, the chairmen of the respective Committees on Public Works and to the North Dakota delegation in Congress.

Senator BURDICK. Congressman Nygaard is the next scheduled witness.

STATEMENT OF HON. HJALMAR NYGAARD, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF NORTH DAKOTA

Representative NYGAARD. North Dakota has an important stake in the development of the Missouri River. Historically, the Missouri has always been regarded as an assured water supply in North Dakota and the interest in Missouri River diversion goes back nearly 70 years to the early discussions of bringing Missouri River water to Devils Lake and to eastern North Dakota.

The State gave up thousands of acres of some of its most fertile Missouri River bottom lands to provide for the reservoir behind Garrison Dam and this has been proved to be a serious agricultural and economic loss to the State as well as an important loss in tax revenues.

Not only does interest in Garrison diversion go back many years, but the actual groundwork for the diversion program was laid in conjunction with Garrison Dam. An estimated \$70 million has been spent on structures directly related to the Garrison diversion program. This includes impoundments as well as some of the auxiliary structures at Garrison. The major benefits from these will not be realized until they are put to use.

One of the principal objections we hear to a project of this type is that it would add to agricultural surpluses and it should be pointed out that with regard to Garrison diversion this is a fallacy.

In the first place, development of this 250,000-acre project of this type is estimated to take from 15 to 25 years. At the end of that time, the national population will be from 220 million to 260 million according to some estimates.

Furthermore, irrigation will bring major diversions of land uses. At least half of the land in the project now devoted to small grain farming is expected to be used for raising feeds so that livestock feeding will take its proper place in North Dakota's agriculture economy.

In recent weeks North Dakota has been suffering from severe drought and all of us familiar with the economic losses that result both directly and indirectly from such conditions.

For one thing, drought in a feed area often results in disposition of livestock in quantities which have depressing effects on markets with the result that the livestock industry in the Nation as a whole suffers from what otherwise would be a purely local condition.

Today, North Dakota has a very limited industrial water supply. With the growth of our agricultural industry, we can expect to see a time when processing of agricultural products will become more and more important in the State and there will be need for an assured supply of water.

The lands which will be irrigated under the Garrison diversion program will not be new lands, but will be lands which are presently used in agricultural production. Garrison diversion is no effort to reclaim desert land; it is simply an effort to stabilize moisture conditions over a part of North Dakota. At the present time, from 1 million to 1.25 million acres of agricultural land are taken out of production each year in the United States to provide space for man-made facilities—highways, suburban developments, industrial plants, etc. This foreshadows a time when our remaining agricultural lands must be used far more efficiently than now and irrigation certainly provides a means of increased efficiency.

Senator BURDICK. Thank you, Congressman.

Are there any questions?

I would like to call as the next witness the Honorable William L. Guy, Governor of the State of North Dakota.

STATEMENT OF HON. WILLIAM L. GUY, GOVERNOR, STATE OF NORTH DAKOTA

Governor GUY. Mr. Chairman and members of this subcommittee, I am William L. Guy, Governor of the State of North Dakota.

First, Mr. Chairman, may I express to you the gratitude of all North Dakotans, as well as my own appreciation for scheduling a

hearing on S. 230, providing for certain modifications and provisions in connection with the construction of the Garrison diversion unit, which was authorized in the Flood Control Act of 1944. We are indeed happy to have the opportunity to present our case in support of this bill at this time.

I have lived in a North Dakota farm community all of my life. Over the years I have watched the violent wrenching and tearing at our farm income caused by drought. I am a farm operator who sees water as the major limitation to the potential of our State's fertile soil.

For the record, I hold a master's degree in agriculture from the University of Minnesota. I have devoted several years as an instructor in agricultural economics at the North Dakota State University, a land-grant college, and have actively participated in activities of local, county and State farm organizations for a number of years.

My interest in and support of the Garrison diversion unit stems from my personal farming experience and a firm belief in the need for improvement in the State's agricultural economy through greater development and better use of our land and water resources.

North Dakota's geographical location has severely restricted industrial development not associated with farming. Our economic growth has been only 2 percent in the past 10 years compared to an 18 percent national average.

The fact that North Dakota has next to the highest ratio of total taxes paid for every \$100 of personal income indicates two things: (1) North Dakotans are willing to make maximum tax contributions for Government services, and (2) North Dakotans would prefer to reduce this total tax to income ratio by increasing personal income rather than decreasing taxes.

These factors guided me as a member of the legislature and direct my thinking in evaluation of the Garrison diversion unit.

It is my considered conclusion that until the ultimate irrigation development in North Dakota takes place, as envisioned by and promised us in the multiple-purpose Garrison Dam and Reservoir project, this great public works project is a distinct economic loss to the State, despite the benefits it may provide to other States.

Such negative impact is due to the loss of 548,000 acres of fertile bottom and valuable upland crop and grazing land taken by the United States for and inundated by the Garrison and Oahe Reservoirs. To a predominantly agricultural State such as ours, this is a definite and serious shock. This acreage represented 700 farms and ranches, involved the relocation of over 1,250 inhabitants of towns and rural communities and approximately 2,500 of our Indian population.

Besides an estimated annual decrease of \$9 million in our farm income, the loss of this land has reduced the value of adjacent semi-arid land with which the river bottom land was formerly combined to form efficient farm and ranch units.

Political subdivisions located adjacent to the reservoirs suffer heavy tax losses. To further accentuate and add to these losses, the remaining river bottom land is subjected to constant bank erosion damage resulting from the construction and operation of the Garrison Dam.

The only way to mitigate the economic loss to the State of North Dakota due to the construction of the Garrison and Oahe Dams and

Reservoirs is through the development of irrigation as planned and proposed under the Garrison diversion unit.

Such development would assure and provide water for irrigation of a million acres of land in central and eastern North Dakota, and meet all foreseeable municipal, industrial, and other water needs in one-half of the State's area. This promise holds, in my opinion, the greatest potential for all North Dakotans in every respect since the enactment of the Homestead Act 100 years ago.

North Dakota is the most agricultural of all the States in the Nation. She ranks first in production of Durum, hard red spring wheat, flax, rye, and sometimes barley. This dependency on a cereal grain agriculture makes this State very sensitive to the vagaries of weather and cereal grain prices.

North Dakota should shift some of its agricultural production from cereals to such production as dairying, livestock feeding, fruits, and vegetables. This would be consistent with the present shifting of consumer demand away from those cereals which are now in embarrassing surplus.

The economic stability and economic growth of this upper Midwest area would be greatly enhanced by irrigation. Adequate irrigation water from the Missouri River for North Dakota is now available in the Garrison Reservoir.

The Garrison diversion unit is not a project which can be constructed in a few years. It will require perhaps 70 or more years to achieve ultimate development of the full million acres. Its flexibility can be noted in the various stages or initial phases suggested.

Bureau of Reclamation investigations and studies indicate that the originally authorized 1-million-acre development is scattered in various sized blocks throughout the entire project area. These lands are so located that it is feasible to construct smaller segments of the project under a progressive and economical program.

The Bureau of Reclamation and the Department of the Interior have recommended a 250,000-acre initial phase of development as being economically and engineeringly sound and feasible. Even this would require from 25 to 30 years to complete.

On behalf of the people of North Dakota, I most vigorously support whatever size of initial stage or phase of the project development determined to be most feasible.

Further, I most respectfully urge that early enactment of desirable and needed legislation which will enable the Bureau of Reclamation to undertake the project.

Considering the land losses sustained, the more than \$3 million expended by the State, and more than 15 years of assistance by local interests for the furthering of the project it is definitely felt that we have done more than our share in earning entitlement to its early approval so that construction can begin.

Of the several provisions of the bill, S. 230, which need your consideration, I wish to emphasize the importance of section 3, authorizing the Secretary to pay just compensation to owners of private lands west of the 100th meridian for lands needed for right-of-way purposes. Although your committee is familiar with the reservation provided in the Public Land Act of August 30, 1890, I quote it here:

In all patents for lands taken up after August 30, 1890, under any of the land laws of the United States or on entries validated by the Act of August 30, 1890,

west of the one hundredth meridian, it shall be expressed that there is reserved from the lands in said patent described a right-of-way for ditches or canals constructed by the authority of the United States (Aug. 30, 1890, ch. 837, sec. 1, 26 Stat. 391).

The 100th meridian mentioned in the act passes through North Dakota a little west of the center. It divides the irrigation system for this development about in half. East of this line all ditches and canal rights-of-way must be purchased; west of it, without specific authorization, only portions of the rights-of-way (on lands patented before August 30, 1890) must be bought.

Since more than one-half of the land west of the 100th meridian was patented after 1890, and therefore is subject to the reservation, an obviously unfair situation will develop unless authorization to purchase all rights-of-way as proposed in the bill is given the Secretary.

It is my opinion that the situation as applied to the Garrison diversion unit goes considerably beyond anything that could have been in the minds of the framers of the act of August 30, 1890. On the McClusky Canal, for instance, the right-of-way requirement will approach a width of a quarter of a mile in places of deep cut. That might mean taking almost 80 acres out of a farmer's quarter section of land. Then too, the canal in that area passes through farmland which is not irrigable and where no irrigation is contemplated. Such a canal is a far cry from the simple ditches along river bottom meadows that were the irrigation canals of 1890.

It is my understanding that the Bureau of Reclamation has provided in the cost estimates for purchase in fee simple of all rights-of-way needed for ditches, canals, and drains. The Bureau feels that title in fee is desirable for reasons of operation and maintenance and because the canals serve many uses besides irrigation as contemplated by the act of 1890.

I know your committee will carefully consider the problem which will arise if some landowners will be paid for lands needed for rights-of-way, and others will receive no compensation therefor. It is my hope that you will approve and recommend uniform payment procedure for all lands taken for rights-of-way.

In the past 10 days, all 53 North Dakota counties have been certified to Secretary of Agriculture Orville Freeman as drought disaster counties. The drought condition that prevails in North Dakota this year is an example of the lack of stability in North Dakota farming that often deals a severe economic and social blow to our State.

As chairman of the 10 Missouri States Committee composed of the Governors and their representatives of the 10 Missouri Basin States, let me assure you that the Missouri Basin development in flood control, navigation, pollution control, recreation, and electric power generation has far outstripped development in irrigation. Irrigation is the major benefit of Missouri Basin development yet to be accomplished.

In urging enabling legislation to begin construction of the Garrison diversion project, I do so knowing that this project is an integral and necessary part of the Missouri Basin development so necessary to a continuing strong growth of the United States.

Again let me express my appreciation for the opportunity to present the case for the Garrison diversion unit.

Senator BURDICK. Governor, I want to thank you for your fine statement. I want to ask a question.

This area embraces land in North Dakota that is now dedicated or used for what type of crops?

Governor GUY. North Dakota's major crop is cereal crops and most of this area is dedicated now to cereal crop production.

Senator BURDICK. What, in your opinion, would the area be used for after development under the Garrison diversion unit?

Governor GUY. I believe the irrigable land would be placed into those crops that are complementary or supplementary to livestock, or dairying, or root crop, or fruit crop agriculture. Those crops, I think, are consistent with the shift in demand by consumers away from cereal crops to high protein crops.

Senator BURDICK. Are these conclusions a fair statement?

No. 1, this project does not bring any new land into agricultural production?

Governor GUY. No, it brings no new land into production.

Senator BURDICK. No. 2, this shifts lands out of production of crops now in surplus?

Governor GUY. That is correct.

Senator BURDICK. And, No. 3, it shifts into a diversified type of agriculture where there would probably be more accent upon livestock production.

Governor GUY. That is correct, and I might point out too that the need to shift into a livestock production economy would further complement the cereal cropping program for feed grains that we have in that State.

In other words, this would furnish an avenue for disappearance of feed grains.

Senator BURDICK. Would it be a fair statement to say that the principal crop raised in the area at the present time is wheat?

Governor GUY. Yes, that is by far the major crop in North Dakota.

Senator BURDICK. And, of course, wheat is in great surplus today. Any questions?

Senator HICKEY. Governor, I am interested in what you said and also the two Congressmen that preceded you with regard to the power aspect of the dam. I am interested because you, I presume, have a criterion set by some Secretary of the past which allocates some portion of the power to North Dakota, is that correct?

Governor GUY. I do not quite understand your question, sir.

Senator HICKEY. I presume that at the time the Garrison Dam was erected the power generated there was greater than the needs of the State of North Dakota.

Governor GUY. Yes, sir.

Senator HICKEY. And then it was divided. A portion of it, I presume, was allocated to Minnesota and to some of the other States where it is now being diverted; is that correct?

Governor GUY. That is right.

Senator HICKEY. And a portion of it was held for your State to meet the demands then in existence and perhaps to some extent in the foreseeable future?

Governor GUY. I cannot say that any percentage of the power was allocated to North Dakota, but we do draw power from Garrison Dam

in varying amounts, depending upon the consumption of our State; that is correct. However, I do not believe there is a specific allocation to North Dakota.

Senator HICKEY. My question is this. In the foreseeable future, do you know whether or not you will ever have a claim upon the power that is now going out of your State, or is it gone from you for good?

Governor GUY. No, we will not have a claim on this. We are part of the Missouri Basin power pool and we do not have a specific claim.

Senator HICKEY. And the source of the water, the water itself and the dam, is all within your State of North Dakota?

Governor GUY. The entire area of the reservoir is within our State. The source of the water originates in North Dakota, and Montana, and Canada.

Senator HICKEY. Do you know how much of the water is contained or the contribution that comes from your State?

Governor GUY. I think that we could determine that. We have people here. However, I do not know offhand, except to say that I believe the major portion originates or flows into the Missouri within our State.

Senator HICKEY. And you do not know whether criterion for the power is based upon any relation with regard to your State's contribution of its water?

Governor GUY. No, I do not.

Senator HICKEY. Thank you, Governor. It is good to see you.

Senator FONG. Mr. Governor, you anticipate providing water for 250,000 acres in this initial project; is that correct?

Governor GUY. That is right.

Senator FONG. This project, as I understand, contains approximately a million acres.

Governor GUY. That is correct.

Senator FONG. And it will require you from 25 to 30 years to complete the first segment.

Governor GUY. That is correct.

Senator FONG. And if you were allowed to proceed with all of the segments it would probably take you 100 years.

Governor GUY. Depending, I think, as to how those segments were initiated, it could very well take 100 years.

Senator FONG. If consecutively, it would require about 100 years to have them completed. In your initial segment of 250,000 acres you have a contemplated cost of approximately \$182 million; is that correct?

Governor GUY. That is correct.

Senator FONG. So this project eventually will probably cost over half a billion dollars?

Governor GUY. Possibly.

Senator FONG. That will bring water to approximately 1 million acres at the conclusion of the whole project?

Governor GUY. That is right.

Senator FONG. How much of that will be reimbursable to the Government?

Governor GUY. All of it would be reimbursable. About 85 percent was delegated to power revenues and the remainder, except for, I think, about 3 percent, would be from the irrigation owners, themselves.

Senator FONG. What you are saying is that approximately 85 percent of the expenditures will be repaid to the Federal Government?

Governor GUY. By power revenues.

Senator FONG. From power revenues.

Governor GUY. That is right.

Senator FONG. And the other 15 percent will be from irrigation revenues?

Governor GUY. There would be a small percentage that would not be reimbursable. That is right.

Senator FONG. Are you saying that the Federal Government will not be called upon to pay any of the cost?

Governor GUY. The Federal Government will be repaid.

Senator FONG. Over a period of years?

Governor GUY. That is right.

Senator FONG. As I understand, this will not carry any interest charge; is that right?

Senator BURDICK. That is right.

Senator FONG. There will be no interest charge.

Senator YOUNG. I think it carries the customary interest rate on all reclamation projects.

Senator BURDICK. That is right.

Senator FONG. Thank you.

Senator BURDICK. Governor, you are referring to the reimbursable items. There are items in this project of nonreimbursable nature such as fish and wildlife and recreation.

Governor GUY. That is correct.

Senator FONG. Do you know how much has been allocated to fish and wildlife?

Governor GUY. I believe it is about \$22 million, Senator.

Senator FONG. Thank you.

Senator BURDICK. Senator Kuchel?

Senator KUCHEL. Governor, the Department of the Interior in recommending enactment of the legislation does make two points with which I am quite sure you have no objection. I doubt that the authors would either. The first recommended change is in the section dealing with recreation and suggests specifically that on page 2, line 24, the word "use" be deleted and replaced by the phrase "parks, recreation, and conservation." So that the entire sentence would, if amended as requested, read, commencing on line 18:

After 20 years of State or local operation and maintenance, the Secretary is authorized to convey to the State, or to a political subdivision thereof, or to a public entity, without monetary consideration, the recreation facilities, including land therefor, to be used, operated, and maintained by the State, or political subdivision, or public entity exclusively for public parks, recreation, and conservation purposes.

You would have no objection to that recommended amendment, I assume.

Governor GUY. No, I would not.

Senator KUCHEL. And simply for the record, because perhaps in any floor debate it could become important, I read from the Department report:

Section 3 of the bill would amend the act of August 30, 1890 (26 Stat. 391), by authorizing the Secretary to pay just compensation for rights-of-way to the owners of private lands west of the 100th meridian across which the channels of

the Garrison diversion unit may run. That act reserves to the United States rights-of-way on such lands for canals and ditches constructed by the authority of the United States.

There is no authority to reimburse landowners west of the 100th meridian for rights-of-way taken in accordance with the 1890 act and payments must be limited to damage to improvements and crops. The 100th meridian passes through the center of the area of the Garrison diversion unit, and we believe it would obviously be discriminatory to make full payment to the landowners east of the meridian for lands taken for canals when payment can only be made to the landowners located west of the line for improvements and crops.

I agree with that and I take it that your able Senators in introducing this legislation provide for that change so that you would avoid that difficulty.

Governor GUY. Yes, sir.

Senator KUCHEL. And the area covered would be treated the same so far as parcels of land are concerned, regardless of the present restrictions in that statute?

Governor GUY. That is right.

Senator KUCHEL. All I want to say is I recall very vividly, Mr. Chairman, the day and night we spent in your great State a couple of years ago when I was a member of the Select Committee on Water Resources. I remember very well Senator Young discussing the need of your state for this type of reclamation legislation, and I think that it is fair to say the prior administration as well as this has recommended legislation generally along these lines.

Thank you, sir.

Senator FONG. Is this part in here Mobridge?

Governor GUY. No, it is not. Part of this project dips into South Dakota, but not in the Mobridge area.

Senator FONG. I was in South Dakota in October campaigning for the Vice President and I was taken to that project. I was just wondering whether this is the project.

Governor GUY. No.

Senator FONG. You say a portion of it dips into South Dakota?

Governor GUY. A portion of this project does dip into South Dakota, but it is toward the eastern side of South Dakota and Mobridge, of course, is further west.

Senator BURDICK. You might see it on the map there. Just a portion of it goes down below the line in South Dakota.

Senator Young, would you like to ask some questions?

Senator YOUNG. Governor, you have touched on the drought situation in North Dakota and with relation to how irrigation would help to alleviate a drought situation. Would not alfalfa be one of the major crops produced on irrigated land in North Dakota?

Governor GUY. That is correct. I would rank alfalfa right up at the top of the potential crops.

Senator YOUNG. Would you say that a sizable percentage of the cattle in North Dakota will have to be sold if the drought situation continues as it has been now for several months?

Governor GUY. We have already an excess of dispersion of cattle because of the drought and they will be continued to be dispersed if the drought continues as it is.

Senator YOUNG. If this irrigation project was in being and you had alfalfa being raised all over this area of central North Dakota it would not be necessary to liquidate then much of that cattle when

we had severe drought situations such as we are facing now; is that correct?

Governor GUY. That is correct. I know that if this irrigation project were in effect we would not ask for a disaster designation for the entire State in those counties that had irrigation. This would stabilize forage production completely.

Senator YOUNG. As you mentioned in your statement, the liquidation of the cattle herds now will have an adverse effect on the cattle industry all over the United States.

Governor GUY. Yes, that is right. It will depress prices.

Senator YOUNG. This, I think would be the most important benefit to this area. I think it helps justify it as a great project. It would stabilize the agriculture economy of our area in a way that could not be done otherwise.

Governor GUY. I might point out, too, that the services provided by the State government are directly hinged to tax revenue which is directly hinged to the vagaries of nature as it pertains to our cereal crop economy, and it is rather rough to get stability in State government revenue.

Senator YOUNG. Thank you, Mr. Chairman.

Senator BURDICK. Any more questions?

Thank you, Governor, for your time and fine statement.

Governor GUY. Thank you.

Senator BURDICK. I would like to call as the next witness Milo Hoisveen, State engineer, secretary-chief engineer of the North Dakota State Water Conservation Commission.

STATEMENT OF MILO HOISVEEN, STATE ENGINEER AND CHIEF ENGINEER, NORTH DAKOTA STATE WATER CONSERVATION COMMISSION

Mr. HOISVEEN. Mr. Chairman and Senators, my name is Milo W. Hoisveen. I am State Engineer and Chief Engineer for the North Dakota State Water Conservation Commission.

My duties require that I act on all water-right applications, hold hearings on petitions to form irrigation districts, and establish such districts when they are approved by the vote of the landowners.

For these reasons, I have gained a knowledge of the extreme interest North Dakota farmers are showing in irrigation.

The conservancy district, which you have heard mentioned, covers about one-half of the State, and includes 60 percent of the people of North Dakota within its boundaries. Seven irrigation districts totaling 325,000 acres have been established within the conservancy district to represent the irrigation farmers in connection with the Garrison diversion unit.

In my position, I have reviewed the water-right filings in our State. In the past 10 years, we have had 539 water-rights filings as compared to 374 in the previous 50 years. The acreage for which irrigation water has been filed for during this period, exclusive of irrigation district filings, is 83,000 acres, as compared to 42,000 acres for the previous period. This attests to the fact that our farmers desire to irrigate. Our filings including irrigation districts total 128,600 acres.

Prior to my return to North Dakota, my native State, I was employed by the Bureau of Reclamation as an irrigation engineer on a number of reclamation projects in the Western States. Naturally, I became more and more impressed with irrigation and the contribution it makes to the economy of the area in which it is practiced. The possibilities of the long-discussed Garrison diversion project becoming a reality greatly influenced my decision to return to North Dakota, so I, too, might in some way contribute to its eventual construction.

Approximately 8 of the 15 years I spent in irrigation engineering away from North Dakota were on the giant Columbia Basin project in Washington. There is a parallel between the Columbia Basin and the Garrison diversion unit. There are a number of features in the proposed Garrison project which tend to compensate for the longer growing season of the basin.

Some of the features are the lower pumping lift of the main pumping plant, the integration of dry land and irrigation farming and a minimized land settlement program. For the most part the farmers who reside in the Garrison diversion unit area have lived there for a considerable length of time. They feel they are a part of the land and after years of careful consideration are imbued with the idea of making their operations more successful through the use of supplemental water.

In reviewing the Bureau of Reclamation report on the Garrison diversion unit, as well as participating in many of the project discussions, I have become familiar with the benefits which will be accrued from the project. They are:

- (1) The revitalization of our agricultural economy and our cattle industry;
- (2) The establishment of much needed agricultural processing industries which are required for a project of this size;
- (3) The sweetening up of many lakes and streams within the boundaries of the project which are much needed as sources of water supply for municipalities, industries, and recreation;
- (4) The recharge of ground water aquifers in the project area and adjacent areas. The State Water Conservation Commission participates with the U.S. Geological Survey Ground Water Branch in making ground water surveys and such recharge is very desirable;
- (5) The retention of youth in our State for farming operations and related industries;
- (6) The elimination of drought hazards which frequent the State;
- (7) The enhancement of fish, wildlife, and other water types of recreation.

The farmer and the other residents in the State of North Dakota are most hopeful of seeing the Garrison diversion unit constructed and placed in operation. They base their hopes on the fact that the Federal Government has already invested heavily in this project. The Garrison Dam and Reservoir, now 98 percent complete, are integral and significant parts of the Garrison diversion unit. A \$63 million allocation of the cost of the Garrison Dam and Reservoir has been made against the diversion unit for its share in this facility.

The Snake Creek embankment, which is required to maintain the gravity flow elevation for the Garrison diversion unit, has been constructed at a cost approximating \$3½ million.

The Jamestown Dam and Reservoir which are to be used to regulate the flow of irrigation water in the James River have also been completed at a cost of \$4,730,000. The combined cost of these three facilities exceeds \$70 million.

A Missouri River diversion project in North Dakota was authorized in the Flood Control Act of 1944. The plan for this diversion that has evolved is set forth in the Garrison diversion unit. Project alterations which have reduced the overall cost of the unit have been made which have caused the need for modifications to the project authorization as set forth in S. 230. These alterations include a change in the point of diversion and the delivery of the water to soils which are better adapted for irrigation. Through such adjustments a better project will result for all concerned.

Reauthorization should be made at the earliest possible date to better enact certain economies that can be accomplished during the transition between the investigation and construction phases of the project. The investigation staff presently employed by the Bureau of Reclamation could form the nucleus for the construction staff, thereby eliminating the demobilizing of the Garrison diversion unit office and restaffing it at a later date.

I wish to thank the committee for the opportunity of making this presentation.

I would state that the Garrison Dam has a power facility capable of generating 400,000 kilowatts. North Dakota receives 160,000, and Minnesota obtains 240,000 from the basin power facilities.

Actually, Minnesota and Iowa obtain about 38 percent of the power that is generated in the Missouri basin.

Senator BURDICK. Thank you very much.

Are there any questions?

Thank you.

Mr. HOISVEEN. Thank you.

Senator BURDICK. The Honorable Kenneth Holum, the Assistant Secretary of the Interior, is the next witness.

STATEMENT OF KENNETH HOLUM, ASSISTANT SECRETARY OF THE INTERIOR

Mr. HOLUM. Mr. Chairman and gentlemen of the committee, the Secretary of the Interior, Stewart L. Udall, has asked me to appear before you today to present the views of the Department with respect to S. 230.

I welcome the opportunity to be here today and set forth the views of the Department on the proposed bill to modify the authorization of the Garrison diversion unit of the Missouri River basin project in North Dakota and in South Dakota.

Before proceeding further with my statement, however I would like to preface my remarks by pointing out that I am a South Dakota farmer who has owned and operated land similar to that included in this proposed project. It is good land, capable of high production, but, like all land, it must have water to produce crops. Too often, this area is beset by drought. I know by personal experience the

value of water—not only to individual farm families—but to the entire economic life of this region. For agriculture must have water to prosper and agriculture is the mainspring of economic activity in the Dakotas.

I know, too, the immense value of diversified crop production which the Garrison diversion unit would provide. Farmers will shift production away from crops in surplus and into those where a greater demand exists. This will benefit not only the irrigated farmers themselves, but dryland farmers of the region as well, who are restricted by the forces of nature to a grain economy. In fact, it would benefit everyone through better balanced crop production.

The proposed Garrison unit development is not a new concept although this committee has not held previous hearings on the subject.

Representatives of the Bureau of Reclamation and of the Bureau of Sport Fisheries and Wildlife are in the room this morning and will be available to offer detailed statements. They will also remain to answer any questions which the committee may desire to advance.

Accordingly, I do not propose to testify at great length on the engineering aspects of the plan or the analyses that have been made. I should like, however, to discuss quite briefly the evolution of the present plan, recite some of its aspirations, and explain for the benefit of the committee the factors that impel us to come before the Congress in support of this legislation.

A Garrison diversion project of approximately 1 million acres was authorized by the Flood Control Act of 1944 which established the basic guidelines for multipurpose development of the land and water resources of the Missouri Basin.

Today we are supporting S. 230 to modify the basic and original authorization for three principal reasons.

- (1) To provide congressional review of changes in the project plans;
- (2) To remedy inequities which would develop from the application of the right-of-way act of August 1890;
- (3) To provide that recreational purposes may be served and an allocation of cost made to those purposes.

The original comprehensive plan of development for the Missouri River Basin project, authorized by the Congress in 1944, established a Garrison diversion project of 1 million acres of irrigation development which would be located principally within the State of North Dakota and partially in South Dakota.

At that time, it was believed that the preferred plan of development would involve diversion of water from the Missouri River at a point in Montana for service to lands located generally westward of those now proposed.

Investigations since that time have disclosed that many of the original designated lands were unsuited to irrigation. For this reason the present plan was developed to meet the original goals of the authorizing legislation. Those necessary changes in the plan of development are the first reason why this legislation is desired.

A second is the conservation and development of fish and wildlife. From the standpoint of waterfowl production there is no more important area in the 48 contiguous States than the prairie pothole region in which this unit is located. Waterfowl conservation is a Federal responsibility, carried on by the Department of the Interior.

The Department's plan for the Garrison diversion unit includes substantial developments for waterfowl production. We are proud that the joint planning between the Bureau of Reclamation and the Bureau of Sport Fisheries and Wildlife has resulted in a proposal having benefits to the waterfowl resource, which will extend throughout most parts of the Nation, as an integral part of a plan designed primarily for the development of irrigated agriculture.

Further consideration of the multiple-purpose aspects of the plan of development has disclosed significant opportunities to create and enhance opportunities for outdoor recreation. This, as you know, is a facet of water resource activity that is of great interest to the Department of the Interior. The proposed legislation would facilitate the realization of the recreational potential of the area by designating as nonreimbursable those costs incurred for and appropriately allocable to recreation.

This provision of the law would tend to fill the gap in water resource planning legislation that exists in the absence of general authority to construct nonreimbursable recreational facilities.

The third major end to be accomplished by enactment of S. 230 is to call attention to, and repeal insofar as this unit is concerned, an old statute which, if left in effect, would complicate the development and result in unfair and unequitable treatment of many of the citizens of the State of North Dakota.

The act of August 30, 1890, commonly referred to as the Canal Act, reserved on all lands patented after the date of the act lying west of the 100th meridian a right-of-way for irrigation ditches to be constructed by the Federal Government. This act would apply to parts of the proposed Garrison diversion unit and would not apply to others. In this sense, application of the act tends to be discriminatory.

More important, however, is the fact that the original framers of the act did not contemplate irrigation ditches or canals of the magnitude of those proposed in this undertaking. In certain localities along the principal supply works of the Garrison diversion unit, canal right-of-way will approach one-fourth mile in width.

Conceivably an entire holding of 80 acres could be taken for the project purposes with no compensation under the 1890 act. The Department of the Interior believes that this is far in excess of the original intent of the act and has no place in modern water resource development.

General legislation is being considered to repeal the act in its entirety. Pending passage of those measures, we believe that S. 230 appropriately recognizes the undesirability of its effect.

The Garrison diversion unit in its broadest terms represents a very significant percentage of the ultimate irrigation goal of the Missouri River Basin project. Benefits from the multiple purposes of flood control, navigation, and hydroelectric power are being enjoyed by the residents of the area, but the wider base of benefits underlying the original comprehensive concept of the basin plan are at present being foregone. Enormous benefits from large-scale irrigation development and equally significant fish and wildlife opportunities are potentially available. Adequate supplies of municipal and industrial water are needed for continued urban growth and development.

These goals can only be attained through large-scale diversion and application of the regulated flow of the Missouri River. No comparable opportunity exists to reverse the progressive decline in economic growth confronting the northern Great Plains.

The Missouri River Basin project was intended to be a community enterprise in which all States and communities would share in the benefits. Up to the present time the States of North Dakota and South Dakota have been largely in the position of having suffered more than they have gained.

More than 500,000 acres of the best land in the State of North Dakota have been devoted to right-of-way for mainstem reservoirs. State and local tax collections have suffered accordingly, and many farmers and ranchers have been deprived of their tillable land base. It can easily be argued, up to now, that the two Dakotas have given much more to the Missouri River Basin project than they have received in benefits. This simple fact alone should be eloquent justification for prompt enactment of the measure being considered.

To facilitate ultimate realization of the multiple benefits expected to accrue from the Garrison diversion unit, the States of North and South Dakota have enacted appropriate laws to permit the creation of suitable conservancy districts. Those districts have been created and are ready to assume the repayment burdens as provided by law.

In the State of North Dakota, in which the majority of the unit will be located, irrigation districts have been formed, and the local people, from the Governor on down through and including the individual water users, have demonstrated their sincere willingness to assume the obligations imposed by this undertaking.

We are, therefore, confident that the necessary degree of local desire is present, and that no appreciable difficulty will be encountered from this standpoint.

The Department recognizes that this is a substantial undertaking. It is daring and imaginative in concept. The time required to bring it to full development will exceed our lifetime. The amount of money and effort involved will be considerable. However, we cannot fail to recognize our responsibility to our future. We should initiate this program at the earliest reasonable date. We believe the plan is soundly conceived, eminently justified, and represents a logical step in an orderly program of natural resource conservation and use.

On behalf of President Kennedy and the Department of the Interior, I recommend prompt and favorable approval of this measure. Thank you.

Senator BURDICK. Perhaps, we should hear from the other witnesses before we start the question period.

Floyd E. Dominy, Commissioner of Reclamation, would you care to give your statement?

STATEMENT OF FLOYD E. DOMINY, COMMISSIONER OF RECLAMATION, DEPARTMENT OF THE INTERIOR

Mr. DOMINY. Thank you, Mr. Chairman.

This Department's report on the Missouri River Basin project (S. Doc. 191, 78th Cong.) included a plan for diversion of water for large-scale irrigation development and for other purposes in eastern Montana, North Dakota, and northern South Dakota.

Authorized as an initial unit of the basin project by the Flood Control Act of December 22, 1944, it was then called the Missouri-Souris unit.

Subsequent to authorization, as investigations proceeded in North Dakota, where most of the potentially irrigable land of the unit was located, two significant discoveries were made concerning physical properties of the soils to be irrigated from the proposed canal system.

First, it was found that these lands, which are principally derived from glacial processes, were so impermeable to water in the deep subsoil as to cause serious doubt that irrigation could safely be established on a permanent basis.

Second, reconnaissance surveys showed large areas of soils in North Dakota adjacent to the proposed unit lands that could be safely, permanently, and profitably irrigated.

Experience with irrigation of glacial till soils of the type found in North Dakota was extremely limited. The decision to abandon plans for developing the glacial till land was reached only after extensive and formal consultation among experts, both within and outside the Bureau of Reclamation. Eventual buildup of salt and water logging of land was so likely a prospect even from the relatively salt-free water of the Missouri River as to discourage proceeding with construction of irrigation works.

The new lands in North Dakota lie further to the east and at a lower elevation. The soils, generally of alluvial origin, are satisfactorily permeable to water. They are extensive enough to substitute for the glaciated lands without significantly reducing the size or scope of the unit.

It is therefore more economical and practicable to limit the water supply system originally proposed to the Montana portion of the Missouri-Souris unit. A separate diversion and water supply system heading near Garrison Dam will serve the North and South Dakota portions.

This new proposal for serving irrigation and other uses in the Dakotas has been redesignated the Garrison diversion unit. The type of diversion, purposes, and scope of benefits remain essentially the same. Modifications in areas to be served, and in location and dimension of some of the major engineering features, along with certain legislative requirements which have become evident during the investigations, have made it desirable to modify the authorization before appropriations for construction are requested.

My report on the Garrison diversion unit was adopted by the Secretary of the Interior on June 12, 1957. It proposes diversion of water from Garrison Reservoir on the Missouri River for irrigation of 1,007,000 acres, municipal and industrial use in 41 towns and cities, fish and wildlife uses, and recreational purposes. Byproduct benefits would also be realized from flood control, drainage of nonirrigable land, and stream pollution abatement. Principal supply works are the 8,850 cubic feet per second Snake Creek pumping plant which will lift water from Garrison Reservoir, the 73-mile McClusky Canal which will cross the drainage divide to the Sheyenne River, and Lonetree Reservoir from which most of the smaller supply canals will radiate. Service would be made to 14 major service areas scattered diagonally some 300 miles across the Dakotas.

Subsequent analysis has led to the evaluation of an initial stage of 250,000 acres which would be physically and financially feasible and economically justified. It would constitute a self-contained unit, and would be susceptible of enlargement in later years. The Secretary's report on this plan was transmitted to Congress on February 3, 1960, and has been printed as House Document 325, 86th Congress.

When the Secretary's report was transmitted on February 3, 1960, it was recognized that the plan, the cost estimates, and the areas to be irrigated required further study. Accordingly, we have prepared a supplemental report, dated January 1961. This report is attached to the Department's report now on S. 230.

As pointed out in the supplemental report, the estimated construction cost for the 250,000-acre development has been increased to approximately \$183 million from the level of \$169 million reported in House Document No. 325. In addition to those costs of course, as the committee recognizes, there are some costs already expended in joint facilities which would be allocated to this Garrison diversion project. These costs, the \$183 million, are based on price levels prevailing in January 1960, and represent more detailed consideration of the probable cost of the 250,000-acre development that had been possible to give the matter prior to the preparation of House Document No. 325. The increase in the cost estimate amounts to about \$14 million, or approximately 9 percent.

House Document 325 also recognized that the design and final selection of areas to be served should remain flexible to meet the desires of the State and local interests and not conflict with feasibility of future expansion. The proposed 250,000-acre first-stage development retains this flexibility to a high degree.

The unit will have a decided impact upon the economy of the Dakotas, particularly in North Dakota, where 95 percent of the irrigation potential is located. Probably no other State in the Union is so wholly dependent on agriculture as is North Dakota. Wheat and livestock are its principal sources of revenue, and most farm products are shipped outside the State for processing. North Dakota is a great wheat-producing State. It specializes largely in hard spring wheat, a crop in chronic and increasing surplus. Therefore, I have considered at some length the probable effect of the unit on the surplus crop problem. Farm budget studies and experience on existing Great Plains projects show clearly that maximum net profit will come from integration of an irrigated feed base and livestock. The hard rules of irrigation economics dictate that wheat acres be displaced by feed-crop acres on the farms of this irrigation unit.

About 75 percent of the irrigated acreage should be used for forage crops and feed for livestock production—items which are not in surplus, and for which demand is increasing faster than for other agricultural products. Irrigation of the 1,007,000 acres ultimately will thus permit conversion of some 500,000 acres from production of surplus wheat to nonsurplus crops.

In the face of today's surpluses of wheat and corn grain, on the one hand, and the rapidly rising population growth rate, on the other, the proposed time schedule for development of irrigation on these lands had to be carefully considered. The Department of Agriculture predicts a demand for 40 percent more food by 1975, when 50 million to

60 million more people in the United States must be fed from a basic acreage which will have shrunk by 15 million to 20 million acres. And, of course, the timing also had to reflect the fact that the northern Great Plains for 30 years or more has not kept pace with the growth of the Nation as a whole. I wish to emphasize that the schedule for irrigation development for the Garrison diversion unit provides for only 20 percent of ultimate development by 1980. The unit will help to meet a future national need without directly aggravating the present surplus production problems.

Droughts come often to the Great Plains. This situation was recognized by Maj. John Wesley Powell, Director of the Geological Survey, when on August 5, 1889, he stood before the North Dakota Constitutional Convention and said:

The State of North Dakota has a curious position geographically in relation to agriculture. * * *

In the eastern part they will depend on the rainfall, and in the middle portion they will have a series of years when they will have abundant crops; then for 2 or 3 years they will have less rainfall and there will be failure of crops and disaster will come on thousands of people, who will become discouraged and will leave. Up and down the temperature of agriculture will rise and fall with the seasons in this manner, and the only practical thing to do is to look the thing squarely in the face and remember that in middle Dakota agriculture will always be liable to meet with failure unless you provide against it. That is the history of all those who live on the border between humid and arid lands. Years will come of abundance and years will come of disaster, and between the two the people will be prosperous and unprosperous and the thing to do is to look the question squarely in the face and provide for this and for all years.

We cannot go back to 1889 but we must admit that history has proved Major Powell a seer. The great droughts of 1934 and 1936, which were so disastrous to the Great Plains, are close enough to us to be fresh in our memories. Five major droughts have occurred since Major Powell's time. The last few years serious droughts have threatened, but were narrowly averted by timely precipitation. Even so, in every year there are serious dry periods that reduce crop yields. Average yields for wheat, oats, flax and corn, the principal crops, are about one-fifth the yields that optimum moisture can produce on these fertile soils.

Other droughts are sure to come. In December of 1936 the President's Great Plains Committee reported that—

In 1934 and again in 1936 drought conditions in the Great Plains area of the United States became so severe that it was necessary for the Federal Government to take emergency steps to rescue dying cattle, relieve destitute families, and safeguard human life. The experience of the two tragic years made it evident that the drought had merely accentuated a situation which had been long developing. The agricultural economy of the Great Plains had a perilously narrow reserve. Its prosperity depended on favorable weather and markets, neither of which could be expected to be continuously present.

Droughts could not be prevented. They were admittedly part of a weather cycle which runs its course beyond the range of human interference. Agriculture must adapt itself to the cycle and make the most of what nature has to offer. This it had largely failed to do. It became clear that unless there was a permanent change in the agricultural pattern of the Plains, relief always would have to be extended whenever the available rainfall was deficient. Current methods of cultivation were so injuring the land that large areas were decreasingly productive, even in good years, while in bad years they tended more and more to lapse into desert. The water supply, which literally meant life or death to human activities in the region, was being in part permitted to run to waste, in part put to uses which did not extract all its values.

The steady progress which we have come to look for in American communities was beginning to reverse itself. Instead of becoming more productive, the Great Plains were becoming less so. Instead of giving their population a better standard of living, they were tending to give them a poorer one. The people were energetic and courageous, and they loved their land. Yet they were increasingly less secure on it.

No one aware of the facts could be content with emergency measures which would relieve pressing immediate needs but would not arrest the downward trend.

Improvements in agriculture have made it possible to combat droughts more effectively. However, the dramatic consequences of the southern Great Plains drought, which began in the early 1950's and reached disaster proportions by 1956, points up the fact that despite these improved agricultural methods a major drought has a devastating effect.

"A report on Drought in Great Plains and Southwest," was prepared under the direction of the Special Assistant to the President for Public Works Planning, in October 1958. It summarized the effect that such droughts have on the economy and the vast sums of public money required for disaster relief. Among the principles recommended in developing a plan for the drought area are:

(a) It should recognize the rights and interests of the States in water utilization and control and should preserve and protect properly established rights and uses of water, consonant with applicable law.

(b) It should have active participation by Federal, State, and local groups.

(c) It should be developed by technical experts, public or private, local, State, or Federal.

(d) It should represent primarily the decisions of the people of the region.

(e) If accepted by the States and the Congress, it could serve as the basic long-range policy plan for the region.

In the Missouri River Basin we feel that we learned a lesson from the drought of 1930's and now have a plan that meets these requirements.

There is convincing evidence that the prospective water users understand the unit and approve it, and are willing to assume their proper share of the responsibility for repayment, and for operating the project works. I have never doubted the need for supplemental water on cropland in the Dakotas. Nor is there any doubt in my mind that farmers can profitably irrigate there. Even so, I would never recommend authorizing a large investment in irrigation works, in this or any other location, until the landowners themselves, by following statutory procedures, had made it clearly evident that they share this conviction. The Bureau will require repayment contracts before construction begins, and indications are that such contracts will be agreed to well in advance of the time they are needed.

There are now six irrigation districts aggregating some 220,000 acres of irrigable land and a conservancy district covering nearly half the State—all organized under State law and already negotiating repayment contracts. The boards of directors of these districts advise me they agree with the repayment principles and the amounts shown to be repaid by irrigators in the unit report.

The Garrison Diversion Conservancy District, created by North Dakota State Legislature in 1955, promises to provide novel assistance in developing, operating, and maintaining the unit. This district is an overriding government entity of 25 counties, with authority to levy a tax on all property. The district's assessed valuation is about \$800 million, 60 percent of the State's property valuation. The district covers an area of over 20 million acres, 45 percent of the State's area. Within its boundaries lie all the irrigable acres proposed for development, the cities and industries to be supplied with water, the potential wildlife areas, and the parks and recreation spots which this proposed new water supply can serve. The revenue-raising power of the conservancy district is nearly \$400,000 a year at its present assessed valuation.

The district is empowered to function as principal and guarantor for financing repayment and operating costs by the various types of water user districts or entities. It detracts in no way from the financing capacity of irrigation and other taxing districts. It has a source of additional revenue, drawing mainly from the indirect beneficiaries who always profit in varying degree from project development, but rarely pay any direct tax for the privilege.

Conservancy district revenue will be used for three principal purposes:

- (1) To assist irrigation districts during the development period by helping to meet operation and maintenance costs while farmers are developing their irrigable lands and building base livestock herds;

- (2) To assume financial responsibility for a small acreage of land that has been withheld from these new irrigation districts until such time as these or substitute lands are brought into the districts;

- (3) To help pay the allocated reimbursable costs of the project works through a cash payment over and above the repayments collected from water users.

Both the principle underlying the conservancy district and the practical applications proposed for it are commendable forward steps in the reclamation program for the Dakotas.

Pioneering has also been done, and done successfully, to eliminate a potential conflict between our dwindling wildlife resources and the more intensive use of the land which irrigation requires.

Over a period of several years, cooperative planning with the Bureau of Sport Fisheries and Wildlife has resulted in a joint plan of advantage to both agricultural and wildlife interests. It provides specifically for developing waterfowl areas utilizing natural sloughs, lakes, and potholes to replace nesting and breeding grounds lost to project drainage. Because the proposed waterfowl areas generally lie along the canals and often among the irrigated areas, relatively little additional construction is needed to provide a water supply for these areas. In most cases the water supply comes from project waste water which will be impounded behind small control structures. These new wildlife areas will be especially beneficial during drought periods, when, under natural conditions, most of the native ponds and sloughs are dry.

The most significant wildlife area, and the most important recreational site will be at Devils Lake. In 1867 it was a fresh water lake

covering 142 square miles, with an extensively wooded shoreline and a commercial fishery. By 1940 the lake had receded 34 feet, become heavily saline, and shrunk $4\frac{1}{2}$ square miles. Fish life had disappeared and recreational uses were abandoned. A part of the lake system has recently raised about 15 feet due to above normal rainfall, but after 1956 this portion again started to recede. It was a simple matter to provide in the Garrison diversion unit for restoration of this lake chain so that Devils Lake will once again freshen, fit its wooded shoreline, and become a wildlife and recreational asset. To finance local costs and to provide necessary management, a park district has been established there.

The proposed Garrison diversion unit can also furnish improved supplies of municipal and industrial raw water to 15 communities in the unit area. This will provide a necessary support for the urban growth and industrial development that are expected to occur in the enlarged and stabilized economic base deriving from large scale irrigation development.

In consideration of the multiple-purpose nature of the unit the construction cost, exclusive of Garrison Reservoir storage and pumping power assignment, has been tentatively allocated among the purposes. The costs allocable to fish and wildlife, recreation, and flood control are considered to be nonreimbursable. These amounts, which are \$22,499,000 to fish and wildlife, \$893,000 to recreation, and \$2,291,000 to flood control, when subtracted from the estimated construction cost leave a reimbursable remainder of \$156,363,000. Of this amount, \$144,501,000 is allocable to irrigation; while \$11,825,000 is allocable to municipal and industrial water supply; and \$37,000, representing a penstock for the future installation of power at Jamestown Dam and Reservoir, is allocable to power.

Reimbursable unit costs will be repaid as follows:

Municipal and industrial water repayment will be accomplished by sale of water to the various communities. Rates will be established to return the construction cost allocation plus interest during construction within a 50-year period with interest at 2.632 percent. Although the analysis in supplemental report of January 1961 uses an interest rate of 2.5 percent, we would expect to use interest rates at the level established by current practice at the time municipal and industrial water supply contracts are negotiated.

Irrigation repayment will be, in part, from revenues paid by the conservancy district and the several irrigation districts. Our studies indicate that about \$26 million could be returned by means of a 50-year repayment period for irrigation. This amounts to 15.7 percent of the total cost allocated to irrigation and indicates that the Garrison diversion unit is similar to other units and divisions of the Missouri River Basin project from this standpoint. The remaining 84.3 percent of the irrigation allocation would be repaid by power revenues of the Missouri River Basin project.

The economic analysis of the Missouri River Basin project, dated December 1958, copies of which were furnished to the committee, indicated that, starting in the year 2022, after all commercial power investments have been paid out, net power revenues amounting to about \$32 million annually will be available to assist in repaying the irrigation costs of all Missouri River Basin project units. Less than 5 years

would be required for these net revenues to accomplish total repayment of the irrigation allocation of the Garrison diversion unit.

Studies show the proposed 250,000-acre development to be economically justified. The ratio of benefits to costs based on all benefits analyzed over a 100-year period of study is 3.23 to 1. Based on direct benefits only, analyzed over a 50-year period, the ratio has been found to be 1.37 to 1.

Water supplies for irrigation, fish and wildlife, and municipal and industrial use are ample and are of suitable quality—estimated annual diversions of 805,000 acre-feet, less than 5 percent of the 17,600,000 acre-foot average annual flow of the Missouri River at the point of diversion.

I wish to point out that North Dakota has already paid a substantial price for the privilege of diverting floodwaters which are stored in the great mainstem reservoirs on the Missouri River Basin. Right-of-way for Garrison and Oahe Reservoirs have taken 551,000 acres of cropland, grazing and river bottom feeding ground from the North Dakota tax rolls.

Assistant Secretary Holum has mentioned the desirability of the section of S. 230 which would provide relief from the terms of the act of August 30, 1890. I should like to emphasize the importance of this provision. Application of the 1890 act in the case of the Garrison diversion unit would be tantamount to confiscation in certain instances.

Under this act, land patents west of the 100th meridian issued subsequent to August 30, 1890, reserve to the United States rights-of-way for canal and ditches. However, many lands west of the 100th meridian were patented before the 1890 act. Also, the Garrison diversion unit straddles the 100th meridian, and land patents east of Lone-tree Reservoir do not carry a right-of-way reservation. Along the McClusky Canal, where the right-of-way reaches a width of 1,400 feet at maximum cut section, less than half the land is subject to the act.

The water supply canals and larger laterals and drains of this unit are not the simple ditches contemplated by the framers of the act of 1890. In many cases they cross land which lies outside the area to be irrigated, so no compensating benefit can be adduced. It would not be equitable if some landowners are compensated while others are not, where so major an encroachment is to be made on their farms.

From the standpoint of project operations, it will be desirable to obtain fee title to the construction site for all the water supply canals and some of the larger laterals and drains. The United States may then, without interference from servient landowners, construct necessary roads, transmission lines, fences, gravel and borrow pits just as readily as on other major structural sites, where the land is normally purchased in fee.

It is indeed hard to measure the full range of benefits that can be harvested from diversifying, stabilizing, and intensifying the agricultural economy of the northern Great Plains. Total population in the Dakotas has not changed significantly in over 30 years. Opportunity for youth is limited, and most of the young men and women migrate to other areas. Industry has failed to develop. The small towns have grown smaller, and some have disappeared entirely, as the average farm has doubled in size, and the number of farm families has declined.

Agricultural processing plants are rare because of uncertain farm yields and lack of a dependable water supply. The two Prairie States—North and South Dakota—dramatically demonstrate the effect of economic stranglehold imposed by limited and undependable rainfall. Locked in their fertile soils is the opportunity for a balanced and vigorous economic growth. Water supply is a key to this opportunity: water for the land, for industry, and for the growing towns and cities that will evolve. The Missouri River is the only important source available for additional water in these States.

History will commend us for helping to develop water supplies in foreign lands where progress has long been halted by the lack of them. Fully as important, however, is the development of our own water supplies in our own land where lack of water has become the limiting factor in economic growth. In these cases, I doubt that our conventional estimates of project benefits are capable of measuring the real value of adequate water.

I suppose it is only natural that I should be concerned about the economic enigma of the Prairie States. I grew to manhood there and, most of the time since, I have had to work with the problems of too much or too little water that have plagued this region since homestead days. My deep interest in the development of water in the Great Plains and my belief in the necessity for it are based on an intimate knowledge of what happens there without a water supply.

My approval of plans for the Garrison diversion unit, therefore, springs from a personal conviction that this will be a wise use of natural resources. Its value as a national asset will grow over the years to an importance we can scarcely visualize today.

The Bureau of Reclamation endorses the proposed legislation to modify and reaffirm the authorization for Garrison diversion unit, and to provide certain additional needed authorities, now under consideration by this committee.

Senator BURDICK. Thank you very kindly, Commissioner Dominy, for that fine statement.

I might announce to the committee before I call on Mr. McBroom, that I received an announcement from my staff that the President of the United States in his news conference this morning endorsed the Garrison diversion, and with the permission of the committee, when I receive a copy of the statement, I would like to include it in the record. I direct that the statement from the White House precede the Interior and Budget reports. (See p. 2.)

Mr. McBroom, you may now begin.

STATEMENT OF JAMES T. McBROOM, CHIEF, TECHNICAL SERVICES DIVISION, BUREAU OF SPORT FISHERIES AND WILDLIFE

Mr. McBROOM. Thank you, sir.

The Garrison diversion unit is in the heart of the finest area in the United States for the production of migratory waterfowl.

The Federal Government, through this Department and Bureau, has the responsibility of protecting waterfowl and other migratory birds as part of this country's international treaty obligations. These are pursuant to a treaty with Great Britain for Canada of December 1916 and a treaty with Mexico of March 1937. Protection of waterfowl species for the benefit of the public, including hunters, is accom-

plished by acquisition and development of necessary waterfowl habitat and by regulation of the annual harvest of waterfowl populations.

From the inception of planning for the Garrison diversion unit, the Bureau of Sport Fisheries and Wildlife has participated fully with the Bureau of Reclamation. During earlier stages of planning, fish and wildlife conservationists in these States and throughout the country were concerned about the potentially destructive impact of this project on extremely important waterfowl habitat.

But now, this concern has been replaced by optimism and endorsement. This optimism is born of confidence in the adequacy of the plan of development for fish and wildlife resources of the Garrison diversion unit which the Department of the Interior submits for your consideration. The plan assures protection of the affected nationally significant wildlife resources and provides needed opportunities for improving these resources.

The preliminary fish and wildlife plan in the Department's planning report on the ultimate stage of the Garrison diversion unit prepared in 1957 included provisions for development of 62 fish and wildlife areas. For the initial phase of the unit, revised fish and wildlife plans include development of 37 major and 27 minor areas, aggregating 149,000 acres of nonirrigable land and water, intermingled with and adjacent to the 250,000 acres to be irrigated. About 59,000 acres of this total would be developed underwater and marsh area.

These acreage figures are tentative since planning for fish and wildlife in connection with the 250,000-acre unit to be irrigated is in a preliminary stage.

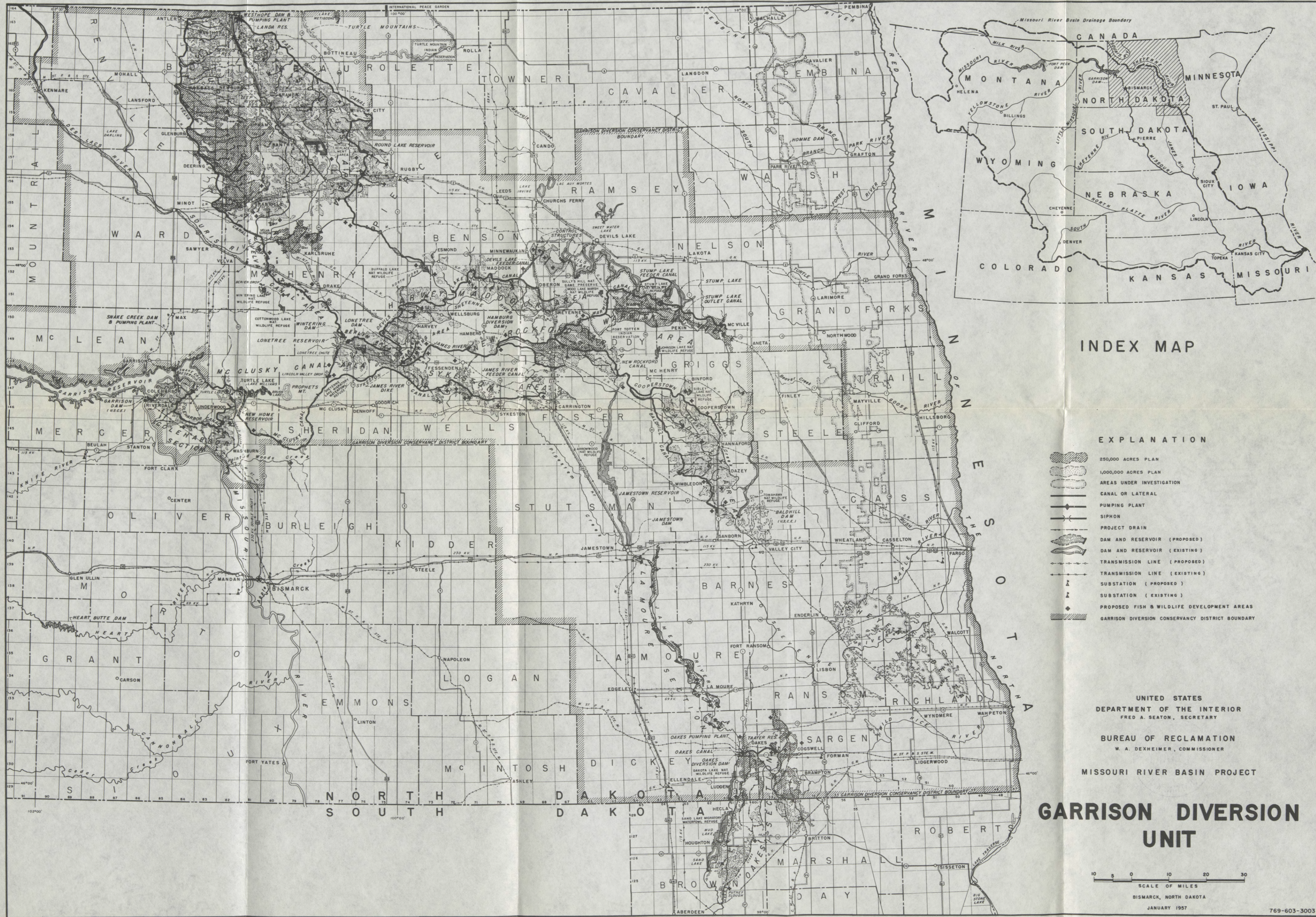
Following detailed biological and engineering studies of feasibility, the results of which will be incorporated in definite plan reports on various sections of the project, these figures may be revised downward.

The Garrison diversion unit will affect 7 national wildlife refuges—I might say at this point that the Department of the Interior presently has 67 refuges in the State, but, 58 of those are small easement refuges where a minor amount of control is exercised and where the land remains on the local tax rolls—and well over 37,000 acres of waterfowl habitat not in Federal ownership. Important fishing waters and habitat of wildlife other than waterfowl are also located within the project area.

It is important to point out at this juncture that there would be little or no possibility of providing for these waterfowl developments in the absence of the water supply facilities contemplated by the Garrison diversion unit primarily for irrigation.

Here, then, is an example in the finest tradition of joint planning by conserving and developing one resource (waterfowl) while providing primarily for the development of another resource (irrigated agriculture). This was contemplated by the Congress when it adopted the Fish and Wildlife Coordination Act in 1958.

The benefits accruing to the Garrison diversion unit through the planned fish and wildlife development of the 250,000-acre unit are presently estimated at \$1,099,000 annually. This represents the value assigned by this Bureau to the increased fishing and hunting opportunities which will be provided if the waterfowl production of the area is maintained and the recommended fish and wildlife measures are incorporated in the project design.



INDEX MAP

EXPLANATION

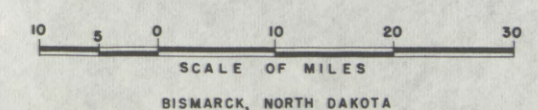
- 250,000 ACRES PLAN
- 1,000,000 ACRES PLAN
- AREAS UNDER INVESTIGATION
- CANAL OR LATERAL
- PUMPING PLANT
- SIPHON
- PROJECT DRAIN
- DAM AND RESERVOIR (PROPOSED)
- DAM AND RESERVOIR (EXISTING)
- TRANSMISSION LINE (PROPOSED)
- TRANSMISSION LINE (EXISTING)
- SUBSTATION (PROPOSED)
- SUBSTATION (EXISTING)
- PROPOSED FISH & WILDLIFE DEVELOPMENT AREAS
- GARRISON DIVERSION CONSERVANCY DISTRICT BOUNDARY

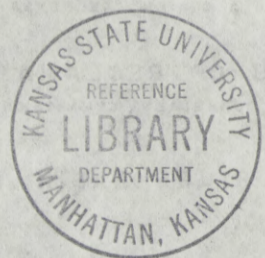
UNITED STATES
 DEPARTMENT OF THE INTERIOR
 FRED A. SEATON, SECRETARY

BUREAU OF RECLAMATION
 W. A. DEXHEIMER, COMMISSIONER

MISSOURI RIVER BASIN PROJECT

GARRISON DIVERSION UNIT





ERLSON DIVISION
UNIT

Preservation and improvement of waterfowl productive capacity, however, are not the sole fish and wildlife benefits associated with this project. Under the plan of development, there would be important benefits associated with upland game, including ringneck pheasants and Hungarian partridge; big game, including whitetail deer; and fur animals, principally mink.

Improvement in the fishing opportunities of the area would occur by provision of managed fisheries in the streams, reservoirs and lakes of the project. Improved fishing opportunities would be most welcome because of the scarcity of sport fisheries and fishing facilities in the region.

The plan of development for the Garrison diversion unit will furnish benefits in the form of irrigation, municipal and industrial water supply, conservation of fish and wildlife resources, other recreational development and flood control. All of these are essential elements in the project plan. All of them are benefits which the majority of the people of the area and of the Nation need.

The fish and wildlife resources which will be developed will benefit not only the people of North and South Dakota but the people of the Nation who use these resources. For this reason, the fish and wildlife developments resulting from this exemplary joint planning effort will produce particularly worthwhile benefits.

We are happy to endorse this bill and urge its enactment.

Thank you, Mr. Chairman.

Senator BURDICK. Thank you, Mr. McBroom. We also have present with us today William Palmer, Assistant Commissioner of Reclamation, and Bruce Johnson, Regional Director at Billings. They can be called on to assist the three gentlemen here, so at this time, we will start the questioning of these gentlemen.

Senator KUCHEL?

Senator KUCHEL. Floyd, would you indicate the amount of the diversion of the waters of the river, what its maximum would be?

Mr. DOMINY. Yes, I will be happy to do that, Senator Kuchel.

Under this 250,000-acre development we are talking about here, it would average out to about $2\frac{1}{2}$ acre-feet per acre diversion for irrigating. We would have about six-tenths of a million acre-feet of water diverted for irrigation plus other purposes for a total of 805,000 acre-feet. This compares to an annual flow during the critical period of $15\frac{4}{10}$ million at Sioux City, $24\frac{3}{10}$ million at Kansas City, and 37 million at Hermann, Mo. I think we can all appreciate that even with this 250,000-acre project in full development, and assuming maximum depletion for proper irrigation, there would still be greater flows in the Missouri River benefiting downstream cities and towns than would have ever been there without these storage reservoirs to regulate the flow and stabilize it during the wet and dry cycles.

Senator KUCHEL. I think that is important so that there would be no apprehension.

Mr. DOMINY. I agree that this is very important and we all recognize, as has been brought out here by the North Dakota delegation and by the Governor, that North Dakota gave up very willingly large acreages of tax-based land to provide the flood control and the river regulations that is of benefit primarily to the lower basin States. They did so with full realization and understanding that the 1944

Flood Control Act authorizes these irrigation developments, which everyone recognizes are to be in the national interest, to build up the economy of these Great Plains States.

Senator KUCHEL. No other questions.

Senator BURDICK. Senator Hickey.

Senator HICKEY. Mr. Commissioner, I was interested in the portion of your prepared statement that was devoted to the Devils Lake area and your discussion of the saline characteristics that caused the lake to recede. Was that alkali?

Mr. DOMINY. As the lake receded, the water became more concentrated and that is the reason it became saline. Any water that drains into a closed basin from having first been saturated in agricultural lands will pick up some salts. When it was in a large lake it was fresh, but as the lake receded, it became salty, just like I suspect that the Great Salt Lake, when it was covering that entire Bonneville Basin was a fresh water lake.

There is no doubt of that in my mind. It was only after the lake shrunk and receded, and evaporated it became concentrated with the salts becoming more predominant in proportion to the water supply. This plan would revitalize that whole chain of lakes and return Devils Lake to its very attractive and useful position as a fresh water lake.

Senator HICKEY. That would be basically a recreational use in your mind.

Mr. DOMINY. Yes, largely recreational. There would be certain fish and wildlife enhancements, too.

Senator HICKEY. The map that appears at the other side of the room shows an initial phase and the total irrigable land indicated in cross-hatched yellow. Does that purport to show the complete irrigable acreage under this project?

Mr. DOMINY. Yes. I would like to have Regional Director Bruce Johnson go to that map if the committee would like, and point out what is visualized for the 1,007,000-acre project, and which areas we will be looking to primarily to get this initial 250,000 acres.

Senator HICKEY. Other than the Jamestown Dam that will be devoted to additional power facilities?

Mr. DOMINY. Of course, the main stream dams are your primary power contributors. We do think that Jamestown ultimately should be developed for power, too.

Senator BURDICK. Senator, just a minute.

I order that the map referred to be printed in the record.

Mr. JOHNSON (director, region 6, Bureau of Reclamation). My name is Bruce Johnson. I am regional director for the Bureau at Billings. I spent a good deal of my professional life with the Bureau developing this plan in the headquarters at Bismarck, N. Dak. The map itself represents the eastern two-thirds of the State, the Garrison diversion unit occupying most of the eastern half. The Garrison Reservoir, which is already constructed, lies here and is a reservoir in the main stem of the Missouri River, which in North Dakota occupies a rather unique position, being on a relatively high contour with all of the State to the north and east, except for the rim which we cut, lying at considerably lower elevation. This diversion scheme will start with a pumping plant called the Snake Creek plant located at a dam known as the Snake Creek embankment, that is already constructed on an arm of the Garrison Reservoir.

The pumping plant will maintain the Snake Creek pond at an elevation between 1,847 and 1,850 feet above mean sea level. The plant in the ultimate stage for a million acres will have a capacity of 8,850 cubic feet a second, but in the initial stages, presently planned, will be 1,750 cubic feet per second.

It will be electrically driven with power from the Missouri Basin power system. Tapping the pond, which will be supplied by the pumping plant will be the one common supply works for the whole million-acre project, except for the pumping plant, the 73-mile McClusky Canal. This is a canal through the rim, and as you notice, it for a good deal of its length follows a chain of potholes and ponds that are already there.

Therefore, for a good deal of its length it is not a particularly difficult engineering feature. Near the town of McClusky, near the eastern end, we get into 2 or 3 miles of cuts approaching 100 feet in depth. At the end of the main supply canal the water will drop 217 feet into a proposed reservoir which, to my knowledge, will be unique in reclamation activities. The Lonetree Reservoir will occupy a part of an ancient glacial spillway which is now the headwaters of the Sheyenne River. The Sheyenne River flows eventually into Red River and the Red River goes on north into Hudson Bay.

There will be three dams in connection with the Lonetree Reservoir. One will prevent water from escaping to the north to the Souris River, which again goes into the Hudson Bay.

The other will prevent the waters escaping into the James River which eventually goes into the Missouri near Yankton, S. Dak. The Lonetree Reservoir will serve as a reregulator and capacity reducer for the principal supply works. Its storage, and we wish there were more of it, will flatten the diversion peaks. Its capacity will be 230,000 acre-feet of active storage plus 180,000 acre-feet of inactive, or dead, storage. From Lonetree will radiate the principal supply works that furnish some 14 separate and distinct areas that stretch 300 miles across the Dakotas. The Velva Canal will be the largest, with 5,270 second-feet of capacity at its beginning. It will flow northward into the Souris Basin and serve what is called the Souris Loop area and also supply the Souris River with water which will be pumped into the East Souris Canal and serve the East Souris area and then will return certain return flows back to the Sheyenne River.

This part of the project ultimately will be nearly 500,000 acres. The next two large canals will serve central and southern North Dakota and a portion of South Dakota. The first one likely to be built is the new Rockford Canal which runs as a common supply works for a short way and then begins to branch out.

Part of it will serve the Warwick-McVile area and Devils Lake and part of it will serve the Baldhill area which lies farthest east on the project.

Part of it will supply the James River and the water will eventually go through Jamestown reservoir, be reregulated and pumped to the La Moure section and to the Oakes section in North and South Dakota. The remaining principal distributary is the Devils Lake Canal which serves the Harvey-Maddock area here and which, if built first, would furnish an economic source of supply to Devils Lake in lieu of the Warwick-McVile source which we are now proposing.

The area shown in yellow or brown includes the full million-acre potential development, a construction program which we expect to occupy the next 60 years if we get started right away. It is a little hard to see, but shown with a black superimposed dotting or hatching are the portions of the project which we think will develop in the first 250,000-acre phase.

About 115,000 of these acres will lie in the Souris Basin and be served from the Velva Canal of about 2,000 second-feet initially in capacity. The remainder lies in the New Rockford area, Warwick-McVile area, the La Moure section and in the Oakes section in North Dakota. The areas which are hatched in with the exception of the New Rockford area all have organized irrigation districts that are busily negotiating the terms of repayment contracts with us.

The New Rockford area is not organized. It is put here for illustrative purposes. It is only some 30,000 acres. The remaining acreage of about 220,000 acres is now in organized irrigation districts. We recognize that there can be districts formed elsewhere to substitute for acreage shown in the New Rockford area.

We understand that today there are some discussions going on in South Dakota, Senator Case's State, and, as a result, some of the Oakes area in South Dakota may well organize an irrigation district and be substituted for the unorganized area near New Rockford.

Senator CASE. Would you permit a question at this point, Mr. Chairman?

Senator BURDICK. Certainly. Senator Case from South Dakota.

Senator CASE. Thank you, Mr. Chairman.

Mr. JOHNSON, the area of the Oakes unit could be supplied primarily by water from the James River itself at the present time under the Jamestown Reservoir development, could it not?

Mr. JOHNSON. The Jamestown Reservoir does not have enough yield, sir, to support any substantial area of irrigation, at least not of the size that we propose for the Oakes here.

Senator CASE. For the complete Oakes area, and I noticed I think in the Secretary's remarks or Mr. Dominy's some reference to 220,000 of the 250,000 acres. I assume that that was referring to North Dakota. Is it not possible that the balance of that is encompassed in that South Dakota portion of the Oakes unit?

Mr. JOHNSON. It could very well be. The balance is not in an organized district. I have advised the people, locally that any area that can be served economically, and can form an irrigation district, may very well occupy the additional 30,000 acres of room in the 250,000-acre development. So far the principal interest that I see in doing that is in Brown and Marshall Counties in South Dakota.

Senator CASE. Actually, there is a meeting being held in Aberdeen currently attended by the State water resources engineer and many people in that area and the farmers to express this interest, and I should like to say for the record, Mr. Chairman, that South Dakota also has adopted this conservancy district plan and authorized it by referendum in the last general election. A subconservancy district unit has been created in the State and there will be available contractual authority for the development of the Marshall and Brown portion of the Oakes unit any time I think that the Bureau is in a position to proceed.

Mr. DOMINY. Mr. Chairman, the discussion which regional director Johnson has pursued there at the map clearly brings out the point that I wanted to make in answer to Senator Hickey's question, that the Lonetree Reservoir situated as it is, provides the key that lets us move this water in several directions and permits the feasibility of the first-stage development as has been described without interfering at all with the potential ultimate development of the entire project which we hope some day will be possible.

Senator CASE. It would be possible, would it not, Mr. Dominy, to serve the Oakes unit out the James River, without extensive canals?

Mr. DOMINY. That is right. The Lonetree Reservoir is in a position to put water into the James River quite readily so in this initial stage or in the ultimate stage, it is possible to move water by this general plan down into that Oakes area.

Senator HICKEY. Is there more than one watershed involved, Mr. Commissioner? Pardon me.

Mr. DOMINY. The Missouri River Basin is the major source of water supply. Obviously, you will pick up some water, will you not, Mr. Johnson, from those other areas?

Mr. JOHNSON. Yes, but a very small amount.

Senator HICKEY. And what areas in particular, Mr. Johnson?

Mr. JOHNSON. We are in the Souris River, and the James, and the Sheyenne Rivers, all of them, and will make use of any surplus waters in these streams. In certain years, there would be some water, but during the drought there would not have been any.

Senator HICKEY. Are there any State statutes with regard to transferring water from one watershed to other than might conflict with the proposal?

Mr. JOHNSON. No, sir.

Senator BURDICK. Mr. Hoisveen, can you answer that question?

Mr. HOISVEEN. No, sir, there is not. That is a situation that can be worked out very readily in the office of the State Water Commission.

Senator FONG. Is it true that all this water must be lifted from the Snake River Reservoir?

Mr. DOMINY. From the Garrison Reservoir there is a pump lift, yes, sir.

Senator FONG. Pump lift to the Snake River Reservoir?

Mr. JOHNSON. To the Snake.

Senator FONG. And from Snake Creek it flows by gravity?

Mr. JOHNSON. That is right.

Senator FONG. How high is the lift?

Mr. JOHNSON. From zero feet to 75 feet, and averages 31. It is a very interesting pumping problem because when Garrison reservoir is full to its ultimate capacity, water will flow by gravity without pumping and when it is drawn down it would require a pumping lift of 75 feet. The average would be 31 feet.

Senator FONG. Mr. Dominy, have you secured the opinion of the Corps of Engineers yet on this project?

Mr. DOMINY. Yes, sir. This is part of the overall Missouri River Basin development, and of course, the Corps of Engineers did build the Garrison Dam as a major part of the flood control and navigation and power project with specific arrangements for this irrigation pumping from the reservoir for irrigation purposes.

Senator FONG. The Corps of Engineers has approved this project?

Mr. DOMINY. Oh yes, yes, indeed.

Senator FONG. On the question of payment of easement right, west of the 100th meridian, you stated that some of these canals will be 1,400 feet wide and others probably would be very, very narrow.

Mr. DOMINY. That is correct.

Senator FONG. And is it your proposal that all of these easement canals be reimbursed at cost of easement canal, be reimbursed to the property owners?

Mr. DOMINY. Yes, our proposal in effect would be to set aside the 1890 right-of-way reservation act for the Garrison diversion unit and pay either easement or fee title, depending on the circumstances, without regard to the 1890 right-of-way reservation.

Senator FONG. Should we have a similar project, say west of the 100th meridian, and a small canal is involved, then this would set a precedent more or less in having the Federal Government pay for all these canal rights.

Mr. DOMINY. I am in full agreement with that observation, Senator Fong, and, as a matter of fact, there is now in review in the Department of the Interior a proposed general bill which would remove the 1890 right-of-way restrictions completely.

This is being considered now as a policy matter within the department. We recognize that the kind of irrigation developments we are undertaking now were not visualized by the legislators who enacted the 1890 Act.

Senator FONG. Yes. If we are going to eliminate all the restrictions here, then it would probably eliminate restrictions elsewhere.

Mr. DOMINY. I agree with you. I think this is something the Congress will want to very carefully consider.

Senator FONG. You stated there will be the sum of \$144 million that will be allocated to irrigation, and then, out of that, \$26 million will be reimbursable from irrigation revenues.

Mr. DOMINY. Yes, sir.

Senator FONG. Would you give us an idea of how that ratio equates with other projects which have been or are being contemplated?

Mr. DOMINY. Of course, under the general repayment ability concept of reclamation law as laid down by Congress in the Reclamation Project Act of 1939, there is a great deal of variation in this.

We are building some projects where the full costs of irrigation are being paid by the water user, where they have long growing seasons and highly productive land, and where the cost of the project per acre is more modest. We are building others where 85 to 90 percent of the irrigation allocation is being paid from power revenues. This one is very much in line with the general concept of the Missouri River Basin project, where it was recognized that the cost per acre was relatively high, and considerably more than the farmer could afford to pay, but where power revenues would be available from the basin plan to keep the reimbursement in line with reclamation law.

Senator FONG. This reimbursement of 15.7 is a very low percentage?

Mr. DOMINY. It is not low for the Missouri River Basin project; no, sir.

Senator FONG. In comparison with other projects?

Mr. DOMINY. In comparison with projects in the Southwest and on the Pacific coast where we have longer growing seasons and where they

can grow higher value crops per acre, this is somewhat lower, but it is not out of line at all with the general premise of the Missouri River Basin project, or the other units we are building.

Senator FONG. The other 84.3 percent will be reimbursable through power?

Mr. DOMINY. Yes.

Senator FONG. How soon do you expect that power project to be started and when can you expect revenue from that power project?

Mr. DOMINY. Many of the Missouri River Basin power-producing units are already in place. We have been building on this project since 1946 and the very basis of the plan was to build the mainstream reservoirs and the storage reservoirs first. These are the ones that do have the power installations, so a good many of the power-producing units already are on the line and are producing revenue.

Senator FONG. So you expect, very shortly, you will be able to get revenues from power?

Mr. DOMINY. Yes. We will, of course, pay out the power allocation with interest first, and that is already in process with the power units already on the line.

Others are coming on the line right along. For instance, we are just starting this year the Yellowtail Dam on the Big Horn River and the Army is pretty well along on the Oahe unit and others besides the Garrison on the main stem. These are the big power-producing elements.

Senator FONG. I was very interested in your remarks concerning the encouragement of the people of North and South Dakota to remain in the State.

Would you give us an idea of what has been your population growth within the past 10 years?

Mr. DOMINY. As a matter of fact, a brief study of where our growth took place is of interest and I would like to comment on it.

The biggest growth during our last decade, of course, was the Pacific Coast States. The Rocky Mountain States had the next highest percentage growth. The Great Plains States of North and South Dakota, Nebraska, and Kansas, had the minimum increase in growth. Actually, they just barely held their own, while other States were growing at tremendous rates.

Incidentally, in the Rocky Mountain States and in the Pacific States when you broke the growth down as to where it took place, in those States, it did not take place in the range-livestock and dryland counties. It took place in those areas where water had been developed and was being developed for industrial, municipal, and agriculture use. We are confident that when the Missouri River Basin development is completed, as was contemplated in the 1944 Flood Control Act, the Congress will have put a strong economic base under these northern and southern Great Plains States that instead of barely holding their own populationwise, will be reaping the benefits of a stable economy and will be growing constantly with the rest of the country. We think this is in the national interest.

Senator FONG. I have been studying population figures, especially in Hawaii. We have been growing tremendously, approximately 36 percent. I notice North and South Dakota have not gained, and you feel this project would help materially?

Mr. DOMINY. Very much. In my own home State of Nebraska, for example, we had some growth, but it was strictly in those counties that had ground water that was being developed for irrigation. It did not take place in the dryland-wheat or in the range-livestock area.

Senator FONG. One last question.

I notice in the testimony that 548,000 acres have been taken from the State of North Dakota for the Garrison project. How many acres will be inundated including canals, with this new project?

Mr. DOMINY. Mr. Johnson, can you give us a figure on Lonetree Reservoir and Canals?

Mr. JOHNSON. We have it. I do not have it with me. I would like to supply it for the record.

Mr. DOMINY. We will supply that for the record.

(The following information was subsequently submitted:)

The right-of-way requirements for a 250,000-acre stage of development in the Garrison diversion unit are estimated to be: for reservoirs, 34,000 acres; and for canals and laterals, 35,600 acres.

Senator FONG. Thank you.

Senator BURDICK. Senator Young?

Senator YOUNG. I know time is short and other witnesses want to be heard. I just would like to commend Secretary Holum, and Commissioner Dominy, and Mr. McBroom for the very fine statements they have made. You certainly went all out in supporting this project in detail and in a way that I think the committee and the Congress will understand, and approve; I hope so.

Senator FONG. I would like to also add my commendation to the three gentlemen here for the very, very fine presentations. I am quite sure that the committee will look with a lot of favor on this subject.

Senator BURDICK. Senator Case, do you have any questions?

Senator CASE. Thank you, Mr. Chairman.

I should like to join in the commendation of the statements by Secretary Holum, Commissioner Dominy, and Commissioner McBroom. I think they have reflected in their remarks an intimate knowledge of the situation in the northern Great Plains. I would like to ask a couple of questions.

Following up on the point that Senator Fong brought up about the precedent here for the payment for rights-of-way for canals, obviously it would be inherently discriminatory to have adjoining pieces of land, one of which would be entitled to reimbursement, and the other not, and that exists even though they may be side by side because one was proved up prior to 1890 and one subsequently. Would there be any reason why in this act, itself, at page 3, line 19, where it says: "Garrison diversion unit," you should not use the words "Missouri River Basin project"?

Mr. DOMINY. As a matter of fact, if you were going to go that far, why limit it to the Missouri River Basin?

Senator CASE. I would have no objection to making it general, but you start out in the bill by referring to the Missouri River Basin project. Then you bring it down to the Garrison diversion unit. You will have the same and do have the same problem in Montana and in Wyoming. You go back to the headwaters of the Cheyenne River in South Dakota and Wyoming, and you will have it again in the South Dakota area because the 100th meridian passes just west of Blunt and part of the Oahe project will be involved.

If the committee was agreeable to it, since you admit that the principle is involved and the precedent established, why should not it apply to the entire project?

Mr. DOMINY. I think it is a very excellent suggestion. I think the committee ought to look at it very carefully.

For example, there is another bill pending before the Congress that would exempt it on the Ainsworth unit of the Missouri River Basin project in Nebraska. I will admit that the 1890 Right-of-Way Reservation Act is of great concern to us in the Missouri River Basin. Perhaps greater than elsewhere, because the 100th meridian passes right through some of the projects and because, as you mentioned, some of the land was patented before 1890 and some after. It leaves a mixture of circumstances that is very hard to explain.

Senator CASE. On exactly the same unit of a project.

One other observation. When we had the last omnibus authorization bill before the Public Works Committee the Bureau of Reclamation, I think, asked for \$50 million worth of authorizations. Prior to that, the Bureau of Reclamation, or the Department of the Interior for the Bureau, had been asking an equal amount of authorization with the Corps of Engineers in the original Authorization Act and the supplementary authorizations.

At the time that came before us, we had added an additional \$10 million to that to make \$60 million of authorizations for the period that that bill would cover, with the definite idea, I might say, Mr. Chairman, that this Garrison diversion unit might come into being, so as to give you some leeway in the authorization to permit an authorization or to permit, actually, an appropriation to be made without requiring a special fund authorization prior to the next omnibus bill, so I very much hope that you will pass this bill favorably. I hope that the suggestion on the canal extension to the entire project may be favorably considered, and I hope, also, that the Bureau, in its development of the plan, will take into consideration the Oakes unit with the extension into Marshall and Brown Counties, as is shown on the map, but I hope you will consider that for part of the initial construction, since it can be served from the James River and would be encompassed within the 250,000 acres that you have referred to.

Senator BURDICK. I want to say, Senator Case, that we certainly appreciate the interest and support that we had received from the sister State of South Dakota, and particularly your remarks here this morning.

Senator CASE. Thank you very much.

Senator BURDICK. I have a few questions. I will direct this question to Commissioner Dominy or whoever else wants to answer it.

The International Joint Commission has ruled that the Province of Saskatchewan can now retain one-half of the water that arises in the Souris River in that province for their own use. This will result in a considerable reduction of water available for fish and wildlife service developed in North Dakota. In determining the benefit-cost ratio was this factor taken into consideration in arriving at the cost-benefit ratio?

Mr. DOMINY. I have to defer to Bruce Johnson on that one, Mr. Chairman.

Mr. JOHNSON. No, sir. We took no credit for additional water supplies to the lower Souris area because at the time the project was

put together, the river had not been divided this way. Physically, however, we are in position to supply water abundantly, more than will be needed to make up the difference.

Senator BURDICK. Mr. McBroom, I have a question for you.

I notice in your statement that in the initial phase you contemplate taking in an amount of 149,000 acres in the aggregate for fish and wildlife plans. I notice in the House Document 325 that the amount to be taken is 156,940 acres. In other words, your present plans anticipate even less than was shown in the House document?

Mr. McBROOM. That is correct, but it should be pointed out, Mr. Chairman, that the last figure you quoted was for the entire project. The 149,000 acres mentioned in my statement is for the first 250,000-acre phase.

Senator BURDICK. How would that figure of 156,940 relate itself to the 250,000-acre project?

Mr. McBROOM. As I mentioned, that was the figure in the 1957 report for the larger project. But I may make this observation—that the Bureau of Sports Fisheries and Wildlife has continued, since the earlier figure was arrived at and placed in the report, to investigate areas where satisfactory and feasible waterfowl developments might be incorporated in this project.

The waterfowl situation in this Nation and on this continent is critical. As I have mentioned, this area is the heart of the finest waterfowl producing area. Consequently, we felt it incumbent upon us to find, where we could, all feasible areas for waterfowl production. I might add that without the fish and wildlife plan incorporated in this project, it would be extremely harmful to fish and wildlife, especially waterfowl.

The necessary things that have to be done to prepare land for irrigation would destroy thousands of acres of the finest waterfowl production habitat that we have left in the country.

Therefore, we have felt it necessary to work with the Bureau of Reclamation, pursuant to the authorization of Congress in the Fish and Wildlife Coordination Act, to develop the plan that is before you. We are pleased with it. We think that wildlife and waterfowl enthusiasts all over the country will be pleased with it, rather than being in opposition to this project.

Senator BURDICK. In other words, you feel that we are raising and fattening ducks for the benefit of the whole country.

Mr. McBROOM. You have been since time immemorial. Certainly the whole Nation east owes its thanks to your State for being the duck factory of the United States, along with Minnesota and South Dakota.

Senator BURDICK. I notice in your statement you say:

Following detailed biological and engineering studies of feasibility, the results of which will be incorporated in definite plan reports on various sections of the project, these figures may be revised downward.

Mr. McBROOM. Yes, sir.

Senator BURDICK. In other words, there is little likelihood of the figures being revised upward?

Mr. McBROOM. That is right. I want to make it clear to this committee and to the people of North Dakota that the 149,000 acres is an outside figure. These are the areas we have identified as having

some possibilities for fish and wildlife development. This is as far as we plan to go and there is likely to be a reduction in this figure, if changed at all, as we develop further our detailed plan.

Senator BURDICK. Thank you very much, Mr. McBroom.

Mr. McBROOM. Thank you very much.

Senator BURDICK. Are there any other questions from any member of the committee?

Senator Young? Senator Hickey?

Thank you very much.

Mr. HOLUM. Thank you very much, Mr. Chairman and members of the committee, for listening so patiently to our enthusiastic endorsement of this project.

Senator BURDICK. And we thank you for this enthusiastic endorsement.

Mr. HOLUM. Thank you.

Senator BURDICK. We have permission from the Congress to sit for another period and I would suggest another 30 minutes. Let us see if we cannot hear all those who came here to testify. I still would like to admonish you to keep your statements as brief as possible. Just give us a summary, because your entire statement will be received, anyway. I would like to call as the next witness Mr. Roy Holand, the chairman of the Garrison Conservancy District.

STATEMENT OF ROY A. HOLAND, CHAIRMAN, GARRISON DIVERSION CONSERVANCY DISTRICT

Mr. HOLAND. Mr. Chairman and members of the committee, my name is Roy Holand of LaMoure, N. Dak., and I wish to submit a statement on behalf of the district and also on behalf of Henry Steinberger who is vice chairman of the district. I wish to file my statement, but I would like to call the attention of the committee to two particular matters.

The first is the report which is made by the University of North Dakota of economic studies pertaining to estimated indirect benefits from irrigation in North Dakota. This study was recently made and is based on a 250,000-acre irrigation project in which it was estimated that there would be benefits of \$26,355,000 annually of indirect benefits. This figure, compared to the estimated increase in gross farm income of approximately \$35 million annually, gives an idea of the importance of secondary benefits of the project to the State.

The concluding statement in this report on indirect benefits states as follows:

The growth in the North Dakota economy in the past 10 years has fallen substantially short of that which occurred in the Nation. Outmigration from the rural areas has continued and the State's total population has experienced only a slight increase over the past decade. However, in the foreseeable future, a most important single factor in reversing these trends is apt to be the more intensive utilization of the farmland in the State. The irrigation of 250,000 acres would make a very substantial contribution to that objective. This study and the recent benefit analysis completed by the Bureau of Reclamation indicate that the irrigation program would also add very materially to the annual income of the State.

I would also like to comment to the effect that we have a matter which is somewhat unresolved as yet, pertaining to fish and wildlife matters and problems which we think can and will be handled satis-

factorily on a local basis between the members of the Garrison Diversion Conservancy District, the Fish and Wildlife Service, and local interests.

Senator BURDICK. Thank you.

Your full statement will be made a part of the record.

(The statement is as follows:)

JOINT STATEMENT OF ROY A. HOLAND, LAMOURE, N. DAK., CHAIRMAN, AND HENRY J. STEINBERGER, DONNYBROOK, N. DAK., VICE CHAIRMAN, GARRISON DIVERSION CONSERVANCY DISTRICT

Mr. Chairman and members of the subcommittee, my name is Henry J. Steinberger. I live in Donnybrook, N. Dak., and serve as director from Renville County on the board of directors of the Garrison Diversion Conservancy District. I am the vice chairman of that board, a position which I have held since the district was organized in 1955. Roy A. Holand, of LaMoure, N. Dak., chairman our our conservancy district, joins me in this statement.

The Garrison Diversion Conservancy District was established by the North Dakota Legislature in 1955 to provide the people that will be concerned with and affected by the Garrison diversion unit, a responsible governmental organization that would represent them in the development of this project. As originally established by the legislature our conservancy district included the entire areas of 22 counties in North Dakota that contained areas that would be directly benefited by the project. Since its establishment, 3 additional counties have been included in the district, at their request, making our district at the present a 25-county organization that contains approximately 45 percent of the State's area and represents over 60 percent of the State's population and assessed property evaluation.

The Garrison Conservancy District is governed by a board of directors, composed of 1 director from each of the 25 counties elected by the voters in those counties. Each of the directors is vitally concerned in matters dealing with the Garrison diversion unit in his county as well as for the entire project. Each has worked closely with the citizens of his county that he represents. Without exception each has noted a strong support for the project in his county.

We believe that our conservancy district provides a new and sound approach of multiple-purpose water resources projects such as the Garrison diversion unit. Being a taxing entity with the authority to make a 1-mill levy over all property within its boundaries, it provides a means whereby all beneficiaries, including the residents and businessmen in the cities and towns in the project area, will contribute to the cost of the project. It also provides the overall agency that can represent the water users who are dependent on a single source of water supply to serve the project needs.

Our conservancy district does not preclude the need for other legal entities needed for the project development. Important among these are the irrigation districts which are established on a voluntary basis at the request of the farmers owing the irrigable land. It will be through these irrigation districts that the farmers will be assessed for their water charges. In addition, county and multiple county park districts have been established that will be responsible for the recreational development in the project from a local level. Municipal governments will be concerned with the municipal water supply feature of the project.

One of the more significant powers or duties of the Garrison Conservancy District is its authority to make a 1-mill tax levy on all district property to finance its operations and pay the cost of contracts that the district enters into for the project facilities. This levy of 1 mill will produce approximately \$400,000 a year, nine-tenths of which is earmarked to finance the contracts of the district. Because this levy is a districtwide levy over all property, real and personal, approximately 90 percent of the total revenue the conservancy district can raise will come from the indirect beneficiaries of the project. This taxing procedure gives recognition to the so-called secondary benefits that will accrue through the development of irrigation in North Dakota.

Significance of the impact of irrigation development under the Garrison diversion unit on the trade and business economy of the State is further emphasized in a recent study of anticipated indirect benefits from the Garrison diversion unit that was made by the Bureau of Business and Economic Research at the University of North Dakota. This study was authorized and financed by the Garrison Diversion Conservancy District. In their report the economists stated that a

minimum projection of the local secondary benefits from the development of 250,000 acres of irrigation under the Garrison diversion unit were estimated at \$26,355,000 annually. This figure compared to the estimated increase in gross farm income of approximately \$35 million annually gives an idea of the importance of secondary benefits from the project to the State. In the concluding statement the report states:

"The growth in the North Dakota economy in the past 10 years has fallen substantially short of that which occurred in the Nation. Out-migration from the rural areas has continued and the State's total population has experienced only a slight increase over the past decade. However, in the foreseeable future, a most important single factor in reversing these trends is apt to be the more intensive utilization of the farmland in the State. The irrigation of 250,000 acres would make a very substantial contribution to that objective. This study and the recent benefit analysis completed by the Bureau of Reclamation indicate that the irrigation program would also add very materially to the annual income of the State."

Mr. Chairman, I would like to file a copy of the report of this study with your committee for your information.

The diversion of water from the Missouri River to central and eastern North Dakota for irrigation and other beneficial purposes has been advocated by many citizens of our State for the past 72 years. Farmers directly concerned are anxious to proceed with the development of the project. They almost unanimously realize that irrigation will permit them to use their available land resources more intensively and efficiently, thereby giving them the opportunity to expand and stabilize their farming operations. One of the greatest problems they face in their farming operations is that of having an adequate supply of water available for their crops when needed. Irrigation can provide the solution to this problem. Strong support for the early development of the Garrison diversion unit exists among all residents of the State. They know that their prosperity depends on the prosperity of the farmers and recognize that irrigation development can bolster the economy of the State.

We sincerely appreciate the opportunity to appear before your committee in support of the early development of the Garrison diversion unit. We respectfully request and urge your favorable consideration of S. 230 which would provide certain modifications to the authorization of this project. Thank you.

Senator BURDICK. Mr. J. C. Eaton who represents ranching interests in McHenry County, N. Dak., is the next witness.

Mr. Eaton.

STATEMENT OF J. C. EATON, McHENRY COUNTY, N. DAK.

Mr. EATON. My name is J. C. Eaton and I own and operate a ranch in the Souris River Valley near Towner, N. Dak. I am a member of the board of directors of the conservancy district and a member of the executive committee of the North Dakota Stockmen's Association. I have a prepared brief which I will file attached to which are a number of resolutions and statements which I will not take time to read.

These are resolutions from several organizations and I will name them: the North Dakota Stockmen's Association, the Farm Bureau, the North Dakota Taxpayers Association, and the North Dakota Farmers Union, all very strongly recommend the development set out in the Missouri River diversion program, especially for irrigation, municipal water, and the restoration of the lakes. They are not in favor fully of the program set forth by the Fish and Wildlife people and in these recommendations they ask for certain restrictions in the selection of these lands. If I may take just a minute to set up some reasons.

There would be a serious impact and an unnecessary one, upon the economy of the State by the acquisition of the many thousand acres desired by the Fish and Wildlife Bureau with the resultant loss in

crop and animal production and a diminution of taxes from real estate and personal property.

As an example, in my county the Fish and Wildlife people have refuges of some 36,000 acres. My county auditor gave a statement to the county commissioners the other day that the normal tax return from those 36,000 acres as of this date would be \$36,000, or about a dollar an acre.

In lieu of that, the Fish and Wildlife people are turning over to the county one-fourth of the rentals which they collect from their lands which amounts to \$1,500 a year. That is the amount we have received. We have recently had a large program of school reorganizations. Our bond indebtedness and our taxes are higher than they ever have been and to take out these large chunks for refuges is going to have a serious effect on our tax situation.

As the situation now stands, the Fish and Wildlife people are in effect appointed the judge and jury in the selection of these lands. They hold conferences. They will listen to people and when they get through, they will do what they think best for their purposes. These resolutions ask that none of this land be acquired for these refuges in large amounts unless it is agreed to by the county commissioners after a public hearing.

I think the county commissioners are perhaps closer to the tax situations in their county than anybody. Most of these refuges planned are in rural areas, no large city is involved, and there must be some brake set upon the acquisition of these large areas. I have some figures in this brief which apparently are incorrect, because of the computations that were used in Report No. 325. I might be 50,000 or 60,000 acres off, but the Fish and Wildlife already have in North Dakota 276,216 acres of migratory wildlife refuges. They have about 15,000 acres for other purposes. It should be noted that, in addition to this 292,000, that another 230,000 acres is going to be required. That figure is perhaps 50,000 or 60,000 acres in excess.

Then, in addition to this the Fish and Wildlife people have recently embarked on a new program to purchase and lease, in this case, from willing sellers, several thousand acres of land in central North Dakota as nesting area for ducks. One of the chief objections to the program is that when they take a swampland, say, of 2,000 acres of nonproductive land, they take 4,000 to 6,000 acres of productive land surrounding it, so the loss to the State economically is not measured by the swampland they take, but by the productive lands they take out of taxation and out of production.

I hope you will read these resolutions. I feel that the solution would be to permit the county commissioners to act on these things. This business of holding meetings and giving consideration was tried out in McHenry County in 1934 and 1936, and 1937, when they established the Lower Souris Refuge and the Fish and Wildlife people took that land, a large part of it, by condemnation over the objection of the local people, and over the objection and resolutions of the county commissioners.

Senator BURDICK. Mr. Eaton, I notice in the resolution that you have filed here for the North Dakota Stockmen's Association it resolves that the—

North Dakota Stockmen's Association requests that the Federal Fish and Wildlife Service return 75 percent of all rental moneys collected from agricultural operations within a refuge to the local county treasurer in lieu of taxes.

I think at present you receive 25 percent of the rentals.

Mr. EATON. That is right.

Senator BURDICK. Do you think that 75 percent of the rental moneys would be helpful?

Mr. EATON. I am sure it would be helpful.

Senator BURDICK. Do you think it would be a solution?

Mr. EATON. I don't think it would be a solution because 75 percent in McHenry County would be three times what we are getting now; \$4,500, as against a normal return from that same land of about \$35,000. So it is by no means a replacement.

Senator BURDICK. You understand, of course, that the actual taking of the land may be many years in the future and that the use will not be disturbed for a good many years, do you not?

Mr. EATON. I understand that is true.

Senator BURDICK. You understand that they are willing to make lease arrangements with ranchers and so forth, even after taking, so that relieves the hardship as much as possible?

Mr. EATON. As long as that question is asked, I might refer you to, I think, another portion of that resolution by the North Dakota Stockmen's Association.

The public relations between the Fish and Wildlife people and the lessees of their land for grazing and haying particularly has been very unsatisfactory. I was president of our stockmen's association in 1946 to 1948 or 1959. There wasn't a year that I wasn't in conference or in correspondence with the Fish and Wildlife people in attempting to straighten out differences between their grazers and their occupants themselves.

Senator YOUNG. I have been in the middle of that problem for a good many years.

Senator BURDICK. You know what the problems are.

Mr. EATON. That is no cure.

Senator HICKEY. We have had some similar problems in Wyoming. Is what you are saying directed to this: that legislation would be beneficial that gave a priority use to the former owner for subsequent leasing of lands taken in flowage easement and perimeter lands to these areas?

Mr. EATON. I think that is in effect now by one way or another.

Senator HICKEY. Sometimes I wonder if it is. We have had some difficulties with regard to that. I do not know whether it is by regulation. Perhaps, some of the Bureau people if they are still here might answer that.

Is that by regulation or is it by legislation?

Mr. WILLIAM I. PALMER (Assistant Commissioner of Reclamation). In our administration, Senator Hickey, we give preference to the former owner to the extent practicable, but it is by regulation.

Senator HICKEY. It is not mandated by legislation?

Mr. PALMER. The Bureau of Reclamation, not Fish and Wildlife.

Senator HICKEY. In order to make it equitable it should be mandated by legislation.

Mr. EATON. I think that would be very helpful. We don't want all these lands set up in this report unless the county commissioners and tax authorities sit in with them and have something to say about them.

Mr. BURDICK. Thank you.

Governor GUY?

Governor GUY. Could I make a statement bearing on the testimony just given?

Senator BURDICK. You may.

Governor GUY. Seven days ago, we had a meeting at Rugby, N. Dak., in which we had the county commissioners, the health organization, representatives of the stockmen's association, and chambers of commerce, 200 people, to discuss the Federal Fish and Wildlife acquisition program.

At that meeting the Federal Fish and Wildlife acquisition program connected with the Garrison diversion project was not protested by any county except one, McHenry, from which Mr. Eaton comes. The acquisition program of the Federal Fish and Wildlife, apart from and separate from the Garrison diversion project, was protested by several counties and the stockmen's association, so that, as far as the opposition to any wildlife acquisition connected with the Garrison diversion project, it is centered only in one county and we believe that we can work that out amicably, I believe.

Senator BURDICK. Thank you, Governor.

Mr. EATON. May I say that, of the 10 counties there, McHenry County was the chief county that was affected by wildlife acquisition for refuges only.

Governor GUY. That is right.

Mr. EATON. The other counties who said they didn't care were not affected.

Senator BURDICK. That is right. As I understand, the Governor is trying to point out that there were objections to wildlife acquisitions over and above and apart from the Garrison diversion project.

Governor GUY. That is right.

Senator BURDICK. The brief and enclosures from the witness, J. C. Eaton, will be made a part of the record.

(The brief is as follows:)

BRIEF BY J. C. EATON OF MCHENRY COUNTY, N. DAK., IN SUPPORT OF RESOLUTIONS ADOPTED BY THE NORTH DAKOTA STOCKMEN'S ASSOCIATION AND THE FARM BUREAU, AND STATEMENTS BY THE NORTH DAKOTA TAXPAYERS ASSOCIATION, AND THE NORTH DAKOTA FARMERS UNION, TOGETHER WITH A COPY OF A PETITION SIGNED BY THE COUNTY COMMISSIONERS FROM THE 10 COUNTIES APPEARING AT A MEETING CALLED BY THE GOVERNOR OF NORTH DAKOTA AND HELD AT RUGBY, N. DAK., ON JUNE 13, 1961

The plans of the Sport Fisheries and Wildlife Bureau are outlined in detail and made a part of the report to Congress of July 1960 by the Bureau of Reclamation under Document H.R. No. 325.

In that report, the Bureau sets up tracts totaling around 230,000 acres (see p. XXIV of Summary Sheet Document 325.) to be acquired for wildlife refuges and habitats. These lie along the courses of the main supply canals and drainage ditches and receive water from them. The plans envision the flooding of considerable areas to hold permanent waters. Some of these areas can now be

classified as sloughs, with little or no water in them except in the spring and early summer months. In addition to the acquisition of these lowlands, large tracts of higher and surrounding productive lands are to be acquired; these productive lands constitute the major acreages proposed to be taken.

Illustrative of the duck swamp program in McHenry County alone, the Bureau plans to acquire over 40,000 acres opening up eight or nine new refuges. All this is additional to the very large area which it now has in the Lower Souris Refuge of 36,700 acres. Of the 40,000 acres to be taken, 9,000 acres are set up to be added to the Lower Souris Refuge from its south border, southward, embracing the Mouse River Valley and adjacent lands and destroying some of the best meadow bottoms in North Dakota. (Recently set up as a flood irrigation district of around 4,000 acres, plans for dams, etc., now about completed.)

This will put out of business ranches that are now in the third and fourth generation of the same family ownership.

Without going into detail, outstanding objections to the program as proposed by the Bureau are based on these unfavorable occurring results:

(1) The disruption and putting out of business many large and small farms and ranches.

(2) The loss to the economy by the removal of those owners whose lands are taken.

(3) The loss of tax revenues to the county, townships, and school districts resulting from the taking off the tax rolls of the federally acquired lands.

(4) The taking of good crop and grazing lands and the destruction of highly productive meadow lands, when there is a shortage of both grazing and meadowlands in this State.

(5) The damage to growing and harvested crops on privately owned lands by ducks and geese coming off the refuges and feeding on croplands. This damage is especially serious during wet fall seasons when the grain frequently lies in windrows for long periods awaiting weather conditions permitting combining.

(6) And because of the well-known inability of the management of the refuges, demonstrated over the years, to get along with the farmers adjoining the refuges, and the unsatisfactory conditions, public relationwise existing between the management of the agency and farmers and ranchers.

The program of the Bureau is bottomed on the fallacious premise that large areas of natural wild life habitats, and especially duck nesting areas will be lost by reason of the irrigation project; specifically by the draining of pot-holes and sloughs. (The major pothole areas of North Dakota are not within the boundaries of the irrigation districts nor within the area affected by the program. The major pothole area in North Dakota is within the boundaries of the Coteau du Missouri.)

According to the latest information from the Bureau it has already acquired, in North Dakota, 276,216 acres for migratory refuges alone, and in the neighborhood of 15,000 acres for other purposes. All of these acres are off the tax rolls. It should be noted that in addition to the 292,000 acres already obtained and the 230,000 acres sought by the Bureau in connection with the diversion project, several thousand acres are being acquired by the Migratory Bird Conservation Commission; and in addition the Fish and Wildlife people have recently embarked on a new program to purchase and lease (in this case from willing sellers) several thousand acres of land in central North Dakota as nesting areas for ducks.

From the foregoing, the following conclusions are drawn:

(1) Our need of water for irrigation and municipal use is so great and important that a program to meet this need should not be made dependent upon compliance with the demands of the Fish and Wildlife Bureau to participate to the extent as set out in Document H.R. 325.

(2) Such lands as may be acquired by the Fish and Wildlife Bureau should be only those where the county commissioners of the county wherein the lands lie consent to the taking.

(3) There would be a serious impact and an unnecessary one, upon the economy of the State by the acquisition of the many thousand acres desired by the Fish and Wildlife Bureau with the resultant loss in crop and animal production and a diminution of taxes from real estate and personal property.

(4) The claims made by the Fish and Wildlife people that there will be a great loss of habitat and nesting areas by reason of the irrigation are grossly exaggerated. The large reservoirs and canals to be operated in connection with the irrigation program will substantially mitigate losses that may occur to nesting and habitat areas. (See picture on p. 163 of H.R. No. 325.)

(5) The Bureau with its ownership of around 300,000 acres for refuges and other purposes, along with its increasing acquisition by leases and purchases for nesting areas, certainly has sufficient acreage for the welfare and comfort of ducks to make unnecessary the acquisition of more lands through condemnation and against the interests of the economy and welfare of the State.

There is definite opposition on the part of county commissioners as well as those groups of large statewide membership as indicated by the attached resolutions, to the program of land acquisition set up by the Fish and Wildlife Bureau. Much land is bound to be lost to the tax rolls by the channels, canals, and reservoirs incident to the irrigation, but this loss is necessary and unavoidable. The loss of additional land for more game refuges and habitats would be heavy and is unnecessary and is avoidable.

While much opposition exists to the acquisition of any additional lands by condemnation proceedings, it is believed that this opposition will be overcome providing a definite understanding is had that the Bureau will not acquire land over the objections of the county commissioners where the land lies. (Perhaps acquisitions of bodies of lands of less than 320 acres should not be covered by such an agreement.)

Such a suggested arrangement will be a happy solution to an issue that is about to boil over, and the county commissioners can be depended upon to cooperate with the Bureau and at the same time protect the interests of the citizens of their counties.

To the assemblage at the Governor's Fisheries and Wildlife Conference:

The following facts pertain to McHenry County, particularly as the county with the largest area now taken or to be taken for wildlife purposes:

At present, 36,960 acres of land have been taken from the tax lists and from production in McHenry County. From this area the county derives not more than \$1,700 per year from all sources. This represents a loss in taxes of over \$103,000, because of the retirement of this land from taxation, such estimates being based upon real estate taxes of \$1 per acre plus a reasonable estimate of \$66,040 personal property taxes lost because of the withdrawing of the area from production.

Most of the land taken is good grasslands, all suitable for agricultural purposes in the production of hay and feed crops, and the loss to the county in production cannot be estimated. The small amount of taxes paid by the Federal Government goes entirely to the school districts and townships affected, and the county and the State get nothing.

It is now proposed to increase this acreage to 66,040 acres, which acquisition will include much of the remaining grasslands of the county.

"Whereas the Bureau of Sport Fisheries and Wildlife has taken over 200,000 acres of land in the State of North Dakota, most of it from counties in this area represented at this meeting, for wildlife projects of various kinds; and

"Whereas the property owners and taxpayers in the area look to their county commissioners to represent them in any further efforts to acquire additional lands for such purposes, and to protect them against the taking of more lands from taxpayers of the area: Wherefore be it

"Resolved by the undersigned county commissioners in attendance at the conference called by Hon. William L. Guy, Governor of North Dakota, at Rugby, Pierce County, N. Dak., this 13th day of June, 1961, That we do hereby petition the Governor of North Dakota, and the Bureau of Sport Fisheries and Wildlife that the board of county commissioners of the county in which any land-acquisition program is contemplated be consulted before such program is started, and that the consent of the Board be obtained before any additional land is acquired; be it further

"Resolved, That the assistance of the Governor of North Dakota be earnestly solicited toward the reasonable limitation of any further land-acquisition program for such purposes, and that, by means of this resolution, we convey to the Governor and to the Bureau of Sport Fisheries and Wildlife our opposition in principle to the wetlands program now being advocated and promoted."

NORTH DAKOTA FARM BUREAU,
Fargo, N. Dak., June 16, 1961.

DEAR MR. EATON: In presenting the position of the North Dakota Stockmen's Association to the committee in Washington, D.C., next week, the North Dakota Farm Bureau—16,000 members—supports the policy of the association based on the resolutions adopted at the recent annual meeting at Williston, N. Dak., June 12-14.

The following resolution was adopted by the voting delegates of the North Dakota Farm Bureau, November 16, 1960, and reads as follows:

WILDLIFE

"Whereas the U.S. Fish and Wildlife Service within the State of North Dakota has refused to resolve the needs and grievances of that portion of the livestock industry operating on game refuges; and

"Whereas the U.S. Fish and Wildlife Service management lacks the qualifications and exhibits no desire to administer these lands under the multiple-use program; and

"Whereas the U.S. Fish and Wildlife Service will not accept necessary constructive suggestions and will not negotiate with the members of the livestock industry directly concerned; and

"Whereas the U.S. Fish and Wildlife Service openly admits the intent to acquire additional acreage in North Dakota through the negotiation with individual landowners, and with the power of condemnation if necessary: Now, therefore, be it

"Resolved, That we strongly oppose the further acquisition of any land in North Dakota for refuge purposes and urge the multiple-use policy be administered for maximum, efficient utilization of resources at hand through cooperative management of hay and grazing lands; be it further

"Resolved, That townships should be reimbursed annually for loss of tax revenue on land already acquired for State and Federal wildlife refuges."

The following resolution on land and water use:

MISSOURI RIVER DIVERSION

"Because of the beneficial effects that the entire Missouri basin development will have on the agriculture and industry of North Dakota, we favor the completion of the Missouri River diversion plan to accomplish the restoration of Devils Lake, and to benefit those farms on which irrigation is feasible. Precautionary steps should be taken to safeguard North Dakota water rights."

Very truly yours,

C. J. STAFNE,
Executive Secretary.

"Whereas the State of North Dakota has given many thousands of acres of land to the Garrison Dam Reservoir for which no additional monetary benefits have yet accrued; and

"Whereas the U.S. Fish and Wildlife Service openly admits the intention to acquire approximately 160,000 additional acres in North Dakota through the Garrison diversion program, as well as the thousands of acres gained by private negotiation with the power of condemnation. Now, therefore, be it

"Resolved, That we, the North Dakota Stockmen's Association, strongly oppose the further acquisition of any tax-yielding land in North Dakota for refuge purposes, except by the approval of boards of county commissioners in the counties involved after hearings with interested persons in the communities affected."

NORTH DAKOTA STOCKMEN'S ASSOCIATION.
By: J. L. CONNOLLY, *President*.
CLAIR A. MICHELS, *Executive Secretary*.

The above resolution was adopted unanimously by the membership of the North Dakota Stockmen's Association meeting in annual convention at Williston, June 12-14, 1961.

"Whereas the Federal Fish and Wildlife Service now controls many thousands of acres of land in North Dakota which has been taken off the tax rolls; and

"Whereas there is going to be a considerably larger acreage removed from the tax rolls in the future, resulting in a further decline in tax revenues in the communities involved: Now, therefore, be it

Resolved, That the North Dakota Stockmen's Association requests that the Federal Fish and Wildlife Service return 75 percent of all rental moneys collected from agricultural operations within a refuge to the local county treasurer in lieu of taxes, and in cases where these lands rented are on a share-crop basis, that a value be established annually for the Government's share of the crop raised thereon and that amount be remitted to the county treasurer in cash."

NORTH DAKOTA STOCKMEN'S ASSOCIATION.

By: J. L. CONNOLLY, *President*.

CLAIR A. MICHELS, *Executive Secretary*.

The above resolution was adopted unanimously by the membership of the North Dakota Stockmen's Association meeting in annual convention at Williston, June 12-14, 1961.

"Whereas the U.S. Fish and Wildlife Service within the State of North Dakota has refused to resolve the needs and grievances of that portion of the livestock industry operating on game refuges; and

"Whereas the U.S. Fish and Wildlife Service exhibits no desire to administer these lands under the multiple-use concept; and

"Whereas the U.S. Fish and Wildlife Service will not recognize the rights of the livestock industry for equitable treatment: Now, therefore, be it

Resolved, That the North Dakota Stockmen's Association strongly requests that on all existing and all future Federal Wildlife Service refuges in North Dakota a Land Use Board be established composed of local refuge manager, county soil conservation technician, county agent, and three farm or ranch operators to be appointed by the county commissioners. This board shall meet annually to determine a land use policy for the refuge which shall be compatible with the best interests of wildlife and agriculture."

NORTH DAKOTA STOCKMEN'S ASSOCIATION.

By J. L. CONNOLLY, *President*.

CLAIR A. MICHELS, *Executive Secretary*.

The above resolution was adopted unanimously by the membership of the North Dakota Stockmen's Association meeting in annual convention at Williston, June 12-14, 1961.

"Whereas North Dakota has given over 500,000 acres of land to Federal reservoir projects; and

"Whereas the Garrison Dam was a part of the Flood Control Act of 1944, of which Garrison diversion was then a part; and

"Whereas the Stockmen of North Dakota recognize the value of assured feed supplies which irrigation could bring, to aid an expanding livestock industry: Now, therefore, be it

Resolved, That the North Dakota Stockmen's Association favors early approval of the Garrison diversion project."

NORTH DAKOTA STOCKMEN'S ASSOCIATION.

By J. L. CONNOLLY, *President*.

CLAIR A. MICHELS, *Executive Secretary*.

The above resolution was unanimously adopted at Williston, June 12-14, 1961.

[Western Union telegram]

JAMESTOWN, N. DAK., June 20, 1961.

JON EATON,
Statler Hilton Hotel,
Washington, D.C.:

The North Dakota Farmers Union, as matter of basic principle, opposes any attempt under any program that would deny the basic water rights of farmers or ranchers for the purpose of turning valuable crop or hay land into game refuges or wetlands. Specifically we oppose the exercise of the right of eminent

domain by the Wildlife Service or any group on such lands for this purpose in the Mouse River loop that will be a part of the Garrison diversion project.

ED SMITH,

Executive Vice President, North Dakota Farmers Union.

RESOLUTION

Whereas there is presently under consideration several proposals regarding the Missouri diversion; and

Whereas we are highly in favor of said Missouri diversion program as it has developed; and

Whereas there is presently a proposal enabling the U.S. Fish and Wildlife to take and put into governmental use vast areas of real property; and

Whereas the resultant effect of such appropriation of private real property will result in a loss in tax revenue to the respective townships, counties, and the State of North Dakota: Now, therefore, be it

Resolved, That we respectfully submit that no land, of any kind or description, be allowed to be appropriated to the U.S. Fish and Wildlife until such time as said U.S. Fish and Wildlife has first obtained official and public consent, by resolution, of the respective county commissions of the various and several counties in which the land sought is located.

Dated this 16th day of June 1961.

NORTH DAKOTA TAXPAYERS ASSOCIATION.

Senator BURDICK. The next witness is Mrs. Carl Daniels, a homemaker in the project area. I am urging all witnesses now to condense their statements as our time is running very short.

STATEMENT OF MRS. CARL (BETTY) DANIELS, OAKES, N. DAK.

Mrs. DANIELS. Mr. Chairman and members of the subcommittee, my name is Mrs. Carl (Betty) Daniels. I am a housewife living on a farm located 12 miles south of Oakes, N. Dak. Our farm is in the Dickey-Sargent Irrigation District, which is in the Garrison diversion unit area. I would like to comment on this proposed project from the viewpoint of a farm family.

The area in which we live consists mainly of a sandy type of soil which produces well with sufficient moisture but dries out quickly and is subject to blowing with the lack of moisture. Rainfall is erratic; as a rule we have a dry spell during the height of the growing season. This year this dry spell has been very severe. Our farming consists of raising small grains, corn, cattle, and hogs. With sufficient moisture our crops will yield well.

Fields of golden grain; fat, sleek cattle grazing contentedly in lush green pastures; trim, neat farm buildings; a home comfortably furnished for a growing family—this is the dream every farm family has. Yet how often a prolonged dry spell can turn these dreams to despair. Crops begin to suffer, pastures start to burn, livestock become hungry and restless; repairs, new equipment, et cetera, are put off because the money may be needed later for living expenses. The anxious waiting and scanning the skies for clouds that will bring the blessed lifegiving rains become a daily ritual. Yet beneath it all lies the hope and faith that ties a family to the land and life they love.

A farm family's dreams extend beyond farm and family into the community, State and Nation. What we want for ourselves we also want for our neighbors. We know that only when all have equal opportunity can there be complete harmony in working out all the problems that face every community.

Altogether too many of our young farmers have given up farming because of constant uncertainty of income and lack of credit which creates a burden they cannot face. They move their families to the larger cities where they seek the security of a steady job. We in North Dakota have seen many of our citizens move out of our State to other localities. Some are doing well; some are no better off than before. Not only do we feel the loss of their friendship but we miss the support they have given to our schools, churches, and other community endeavors. With the added burden resting upon those who are left the high standards for which we strive are often very difficult to achieve. It is sad indeed to see a town, a school, a church slowly dying away from lack of the "nourishment" of participation and financial support.

Our neighbor in town also has dreams. His dreams are very much like ours—a prospering business, a comfortable home, good education, and recreational facilities for his family. His problems are also much like ours. With the drop in the economy of the rural area surrounding his town his business also suffers. The young people of his town also seek better opportunities elsewhere.

Can Garrison diversion help us all to fulfill our dreams? I believe, as many others believe, that it can. We do not feel that all our problems will be automatically and immediately solved with the coming of water but with renewed hope always comes renewed vigor to work to achieve our goals. A faith in the future can do much to accomplish the needs of today. True, a great deal of time, patience, willingness to accept change, hard work; yes, even courage, will be needed before we receive the full measure of benefit from this project. We know that many areas of our State will not receive a direct benefit from this project, but through the strengthening of the economy of some areas and through secondary benefits involved we will be strengthening the economy of our entire State. A greater stability and security for the future generations of Americans to follow us will provide a basis of strength to meet the challenges of these coming times.

Because our land would have a higher productivity if sufficient moisture were available, we could cut down on the number of acres needed to support our families, making more land available for our young people. Our communities will grow stronger; our towns will prosper; new industries will spring up providing opportunities not only for our own native sons and daughters but perhaps also for others who are seeking security. Thus, in conserving our most important resource—our people—we will be strengthening both our State and our Nation.

Senator BURDICK. Mrs. Daniels, I want to thank you. This is the second time that I have heard your excellent presentation. The first time you testified I was a member of the House Interior Committee and this statement is equally as good.

Thank you, Mrs. Daniels.

Senator YOUNG. It was an exceptionally good statement.

Senator BURDICK. The next witness will be William Bosse, president of the North Dakota Irrigation District Directors Association.

**STATEMENT OF WILLIAM BOSSE, PRESIDENT, NORTH DAKOTA
IRRIGATION DISTRICT DIRECTORS ASSOCIATION**

Mr. BOSSE. Mr. Chairman and members of the committee, I am William Bosse. I am a lifelong farmer from this vicinity and now operate a farm of 800 acres, part of which is included in the Dickey-Sargent irrigation district and will be served by the Garrison diversion unit.

I am a member of the board of directors of that district and also serve as president of the North Dakota Irrigation District Directors Association, an organization composed of all directors of existing irrigation districts in North Dakota. I appear before your committee today in behalf of the seven organized irrigation districts located in the Garrison diversion unit area urging your favorable consideration of the modifying legislation relative to the authorization for the Garrison diversion unit set forth in S. 230.

Dryland farming in our semiarid State is a risky enterprise. The main concern constantly facing the farmers in this area is that of rainfall—a sufficient amount at a proper time to insure a good crop. Sometimes the rains come and bring with them a new feeling of optimism among the farmers and city folk alike. Often they do not come when needed most and consequently the good crop that everyone looked for does not materialize. In our agricultural State a poor crop not only reduces the income of the farmers, but also causes a noticeable reduction in the trade and business activity of our cities and towns.

The present year presents a good example of the hazards with which our farmers must contend. Lack of rainfall along with several days of hot weather has resulted in severe drought conditions throughout most of the State of North Dakota. The North Dakota weekly weather and crop report for the week ending June 13 summarizes the situation as follows: "Topsoil moisture is short in at least 90 percent of the counties compared with a year ago when it was adequate to plentiful in 96 percent of the State. Crops are beginning to feel the pinch of continued drought and high temperatures. In some western and northwestern sections wheat is starting to head on short straw. Pastures have made poor development and the wild hay crop is expected to be on the short side. Because of these drought conditions several counties of the State have been declared disaster areas.

Irrigation that will be possible under the Garrison diversion unit will provide many of the farmers of the State an opportunity to stabilize their farming operations and plan their activities from year to year. The assurance of having a water supply available when it is needed will eliminate the greatest hazard that the North Dakota farmer faces: drought. It will permit us to diversify our farming operations to a much greater extent than is now possible.

Along with the stability that irrigation can bring to our farmers will come new opportunity for our young people to find jobs at home that presently they cannot do. Our farmers, just like everyone else, want to see their children succeed without the hardships that they have had to face. They would like to see their sons have the opportunity to become farmers if they like that way of life. Such opportunities are now very limited because land is scarce. There has been a constant trend in the last 20 years of many of our smaller farms

being absorbed in larger more efficient units. Consequently the opportunity for our youth is further limited. This trend to fewer and larger farms is a threat to the very existence of every small village and town in North Dakota. This story can be repeated many times over throughout the State of North Dakota: Larger farms; fewer people; with a grain economy that depends on weather risks.

Irrigation as proposed in the Garrison diversion unit offers an opportunity to bring stability to much more than the land actually irrigated. The irrigable lands are scattered extensively throughout a large section of the State and will be integrated with adjacent dryland at a ratio of 3 acres of dryland to 1 acre of irrigation. Because such irrigation development in North Dakota will be the basis for an expanded livestock industry we can expect a noticeable reduction in the acreage devoted to the production of wheat and other small grain crops which are in surplus.

Our farmers enthusiastically endorse and look forward to irrigation development under the Garrison diversion unit. I am confident that they will assume their obligations and responsibilities toward this project at the appropriate time. In their behalf I sincerely request and urge your favorable consideration of the legislation authorizing this project.

Mr. Chairman, I wish to include as a part of my statement a resolution adopted by the North Dakota Irrigation District Directors Association supporting the Garrison diversion unit.

Thank you.

Senator BURDICK. Thank you. The resolution will be received in full.

(Resolution referred to follows:)

RESOLUTION OF THE NORTH DAKOTA IRRIGATION DISTRICT DIRECTORS' ASSOCIATION

RESOLUTION VI

Whereas the North Dakota Irrigation District Directors' Association is vitally interested in the development and expansion of irrigation in North Dakota so as to bring new stability and opportunity to the State's agricultural economy; and

Whereas through the construction of the Garrison diversion unit in North Dakota irrigation can be developed in a large area of the State presently farmed under dryland conditions and afflicted periodically by severe drought; and

Whereas the farmers who have land in the Garrison diversion unit area that can be irrigated strongly support the early development of irrigation and the project and have indicated their support by organizing seven irrigation districts encompassing over 300,000 acres of irrigable land and at the present, are engaged in negotiating repayment contracts for the project facilities: Now, therefore, be it

Resolved by the North Dakota Irrigation District Directors' Association at meeting duly assembled this 4th day of November 1960. That this association urges the Congress of the United States to enact legislation approving the construction and orderly development of the Garrison diversion unit at an early date; be it further

Resolved, That a copy of this resolution be sent to the Chairman of the United States Senate and House of Representatives Interior and Insular Affairs Committees, Senators Quentin N. Burdick and Milton R. Young, and Representatives Don L. Short and Hjalmar C. Nygaard.

Senator BURDICK. Mr. James Smith of the Mississippi Valley Association.

STATEMENT OF JAMES R. SMITH, VICE PRESIDENT, MISSISSIPPI VALLEY ASSOCIATION

Mr. SMITH. Mr. Chairman and gentlemen of the committee, my name is James R. Smith from Omaha, Nebr., vice president of the Mississippi Valley Association. It is a great privilege for me to appear in the company of these distinguished North Dakotans today in support of the Garrison diversion project.

In the interest of saving time, I would like permission of the committee to file my testimony and I would like to make one point of emphasis.

Senator BURDICK. Proceed.

Mr. SMITH. I would like to reinforce the statement made by Governon Guy and the other gentlemen from North Dakota this morning that irrigation was contained in the Flood Control Act of 1944 as one of the multiple-purpose benefits of the river development program. In fact, it was to be one of the primary benefits of North Dakota. The change of the location of the Garrison project should in no way diminish those rights. The Valley Association supports unequivocally the project which has been submitted under this bill. We consider it more to be a clarification than an actual authorization because, in the opinion of our members, the Garrison project and North Dakota's irrigation was actually authorized back in 1944, when the original bill was authorized and in behalf of the association, we will dedicate our continued support to the multiple purpose concept and do our best to see that North Dakota gets this irrigation.

Thank you.

Senator BURDICK. Thank you and the association for the fine support.

(Statement referred to follows:)

STATEMENT OF JAMES R. SMITH, VICE PRESIDENT, MISSISSIPPI VALLEY ASSOCIATION

Mr. Chairman, my name is James R. Smith. I am vice president of the Mississippi Valley Association with offices in Omaha, Nebr. The platform of the association, adopted by more than 1,800 leaders in the field of water resource development from more than 30 States at the association's annual meeting in St. Louis last February, adopted the following general statement regarding reclamation:

"Next to the consumptive use of water for municipal and domestic purposes, we consider the development of arid lands by irrigation to be the highest beneficial use of water in the 17 Western States."

More specifically, in connection with projects in the Missouri River Basin the association adopted the following statement:

"One of the principal benefits of the comprehensive Missouri River Basin program is the development of further irrigation projects in the upper basin. We recommend that Congress enact modifying legislation as proposed in pending bills on the Garrison diversion unit which should provide, among other things, that the Secretary of the Interior shall give favorable consideration to returning to the Missouri River Basin to the fullest extent practicable, such of the return flows as are not required for beneficial consumptive purposes."

Seventeen years ago, on December 22, 1944, Congress approved the comprehensive Missouri Basin development program. The most important single benefit to accrue to the upper and Western States was the development of irrigation projects contained in that law. The Mississippi Valley Association vigorously supported the comprehensive basin program at that time, including the benefits of irrigation in the upper valley as well as the contemplated benefits of stabilized streamflows, navigation, bank stabilization, and related water uses in the lower valley.

In the intervening years, additional detailed studies by the Bureau of Reclamation have caused changes to be made in the geographic location of certain pro-

jects, including the major North Dakota reclamation projects. The Mississippi Valley Association considers the change of location for the Garrison diversion project from the Souris Valley to central North Dakota to be merely a necessary modification of the original plan based upon knowledge not known at the time of the original authorization. These changes in no way diminish the rights of North Dakota to irrigation benefits contemplated in the original law.

Therefore, the Mississippi Valley Association urgently requests the Congress of the United States to reauthorize the Garrison diversion project so as to make possible the irrigation of lands in North Dakota so essential to the continued economic development of that State.

The association urges as the only condition to that endorsement that the Bureau of Reclamation be required to return to the Missouri Basin such return flows as not required for beneficial consumptive purposes. To permit water to flow unused through the Red River of the North into the Hudson Bay would be a waste of water which the Missouri Valley cannot afford.

Senator YOUNG. May I ask a question?

Senator BURDICK. Yes.

Senator YOUNG. Mr. Smith, you and your association have always strongly felt that there was water enough for all of the needs in the Missouri Basin as established under Pick-Sloan plan.

Mr. SMITH. Yes, sir. When the plan was originally authorized back in 1944, the summer of that year, there was considerable investigation made by private engineering organizations and it was informally asked of the Corps of Engineers whether or not there was enough water in the storage system to satisfy the contemplated benefits. When that assurance was received the people throughout the valley got together and to my knowledge there has been no reason to change that opinion and I do not know of anyone who does not consider that irrigation, particularly, is still the right and still the entitlement of the people of the upper valley.

Senator YOUNG. And you and your organization have been very helpful in resolving some of these differences that have arisen from time to time.

Mr. SMITH. Thank you. We are trying to continue to take a statesmanlike position to keep us all down the middle of the road to see that they are protected.

Senator YOUNG. Thank you. We would like to have you move to North Dakota.

Mr. SMITH. Thank you. My wife is from there. I would like to move back.

Senator BURDICK. Thank you, Mr. Smith.

Mr. SMITH. Thank you, Senator.

Senator BURDICK. Mr. R. L. Dushinske, president of the North Dakota Water Users Association.

STATEMENT OF R. L. DUSHINSKE, PRESIDENT, NORTH DAKOTA WATER USERS ASSOCIATION

Mr. DUSHINSKE. Mr. Chairman and gentlemen, also in the interest of saving time, I will file my statement which is made on behalf of the North Dakota Water Users Association.

(Statement referred to follows:)

STATEMENT OF RUSSELL L. DUSHINSKE, DEVILS LAKE, N. DAK., PRESIDENT,
NORTH DAKOTA WATER USERS ASSOCIATION

Mr. Chairman and members of the subcommittee, I am Russell L. Dushinske from Devils Lake, N. Dak. I am president of the North Dakota Water Users

Association, a voluntary, nonprofit group which resulted when the Missouri-Souris Projects Association and the North Dakota Reclamation Association effected a merger in February of 1959. The objective of our group is to promote the maximum development, conservation, and utilization of the soil and water resources of my State. Our present membership, in excess of 3,000, represents agriculture, business industry, and professional people.

We, in North Dakota, are gravely concerned over the drought conditions that prevail in the Garrison diversion unit area which consists of 25 counties. However, there is a general subnormal moisture condition prevalent throughout the entire State.

To emphasize the present seriousness of the moisture situation may I cite that the average precipitation in my State from July to July annually is 15.61 inches. This compilation is taken from the U.S. Weather Bureau records from 1897 to 1958. The precipitation for a similar period since July 1960 through June 15 is 10.40. The records reveal that 3.34 of this was registered in August of last year. Adding to the precarious predicament that we are presently facing is the high temperature readings in the nineties that have prevailed for the past 10 days.

We, in North Dakota, live in a semiarid climate and are confronted with threat of drought annually. Our worst experience was during the 10-year period beginning in the early 1930's which bankrupted most of our farmers, created tremendous business losses, and jeopardized the operations of many of our political subdivisions because of the lack of tax moneys. We are very fearful that if history should repeat itself conditions will become even worse than that of some 30 years ago.

High cost of equipment and labor is one of the problems confronting our farmers. A crop failure which presently appears very possible will prove most disastrous to all of North Dakota. Many of our farmers are already liquidating their livestock herds because of no pastures and no prospect of feed crops.

It is because of the hardships experienced by our farmers in past years during drought cycles that they are most anxious to convert from dryland operations to a combination of dryland and irrigation farming. This, they feel, will make possible more diversified operations because of assurances of feed and forage crops by application of irrigation waters. This, too, will result in reduction of acreages now planted to wheat which has created a mounting surplus problem.

The farmers and business people in my State are very interested and enthusiastic in their support of the Garrison diversion unit. They regard this development as the only means of stabilizing the economy so as to make possible sound planning on a yearly basis free from the uncertainties of inadequate moisture and rainfall.

We have worked tirelessly and strenuously in behalf of the Garrison diversion project and other developments which make possible the conservation and utilization of our water resources. The North Dakota Water Users Association, and I as its president, is most confident that if the Congress will approve the construction of the Garrison diversion unit that it will not only prove a worthy investment in the future of North Dakota, but will be in the interests of the entire Nation.

Thank you very much, gentlemen.

Mr. DUSHINSKE. I want to emphasize that our organization includes about 3,000 business, professional, and farming people. I would like to make this additional comment: that I appreciated the interest that Senator Hickey showed in the Devils Lake problem where the project got its initial start some 40 years ago, and in all that time we in Devils Lake have not lost our interest in the diversion project.

I would like to emphasize, too, that in the wildlife development, some 30,000 acres will be developed in the west bay of Devils Lake as a wildlife management area, and we realize that without that development we could not have our lake filled and returned to its former glory. Thank you.

Senator BURDICK. Thank you.

The Honorable John E. Davis, former Governor of North Dakota, representing the North Dakota Stockmen's Association.

STATEMENT OF JOHN E. DAVIS, NORTH DAKOTA STOCKMEN'S ASSOCIATION

Mr. DAVIS. Mr. Chairman and members of the committee, I am John Davis from McClusky, and, in the interest of your time, I want to file a statement as a representative of the North Dakota Stockmen's Association, briefly saying that the North Dakota Stockmen's Association does favor this early development of the Garrison diversion for no group of people in an industry in our State know the full value and the impact of this upon the stabilization of their own industry in providing feed, recognized this year in particular as well as in the past because of the severe drought that we are undergoing at the present time.

However, I want to say in concurrence with some of the remarks that have been made that there is a feeling that there is an excessive amount of land being asked for to enhance wildlife; that, if however, this is inevitable, there is a feeling, that has been expressed and I want to reiterate it as a representative of the stockmen's association that there should be a greater allowance in lieu of taxes and, second, that better coordination be worked out by cooperation in the use of this land for the best interests of stockmen and the game and fish people who up to now, as has been expressed, have been rather adamant in looking at the interests of stockmen. Thank you.

Senator HICKEY. Would mandatory legislation in lieu of the regulations referred to by the gentlemen from the Bureau be something desirable?

Mr. DAVIS. I believe, Senator Hickey, that on the basis of the experience of the past this would be a desirable feature to be in this bill.

Senator HICKEY. Which would give them a priority, if they have been users or owners, in the continued use.

Mr. DAVIS. That is right.

Senator BURDICK. And then the other feature of the resolution was, Governor, that the local taxing division would have 75 percent rather than 25 percent?

Mr. DAVIS. Yes, sir.

Senator BURDICK. Any questions?

Senator YOUNG. No.

Senator BURDICK. Thank you.

Mr. DAVIS. Thank you.

(Mr. Davis' statement follows:)

STATEMENT OF JOHN E. DAVIS, MCCLUSKY, N. DAK., REPRESENTING THE NORTH DAKOTA STOCKMEN'S ASSOCIATION

I am John E. Davis of McClusky, N. Dak. I appear before your committee as a representative of the North Dakota Stockmen's Association in support of early development of the Garrison diversion unit. We urge your committee to approve legislation that will make needed modifications to the project authorization so that construction of project facilities can get underway. North Dakota Stockmen's Association endorsement of the Garrison diversion unit is set forth in a resolution adopted several years ago and reaffirmed at the association's annual convention June 12-14, 1961, a copy of which is appended.

North Dakota stockmen have long recognized the stabilizing effect which irrigation would have upon available feed supplies. During drought periods such as we are presently experiencing in North Dakota, we are often hard pressed to obtain adequate feed and many of us in the cattle business suffer economic loss. Development of irrigation under Garrison diversion unit will

do much to add needed stability to our livestock operations as a buffer against nature's variable moisture.

Of principal concern to members of the North Dakota Stockmen's Association in connection with Garrison diversion unit is the huge acreage of land which the U.S. Fish and Wildlife Service proposes to acquire for fish and wildlife purposes. We understand that as presently proposed, the Fish and Wildlife Service plans to acquire approximately 140,000 acres for such purposes under the 250,000 acre initial phase of Garrison diversion. This we regard as exorbitant by any standard.

North Dakota has already given up nearly 300,000 acres to fish and wildlife development in 68 different wildlife refuges to date. Certainly North Dakota has done more than its share toward wildlife propagation. Therefore, the North Dakota Stockmen's Association feels very firm in its attitude of opposition toward further acquisition for this purpose in North Dakota.

Removal of large tracts of land from taxation in some counties will cause hardship to those counties and would impose additional burden upon remaining taxpayers. Some of our counties have already experienced extensive losses in tax revenue because of land acquisition by the Federal Government. Further removal of land without a more equitable provision for compensation to counties for lost tax revenue will have a serious adverse effect on local units of government.

However, should efforts to block or diminish Fish and Wildlife Service demands be unsuccessful, then we believe the following conditions should be incorporated in the project's authorization:

(1) Fish and Wildlife Service shall secure approval of the board of county commissioners in each of those counties where they intend to acquire land for wildlife purposes.

(2) A more equitable means of payment in lieu of taxes shall be developed as compensation to local units of government for taxes lost through land withdrawal from tax rolls.

(3) A land use advisory board shall be established in each county where fish and wildlife areas are located, such board to be composed of qualified technicians, farm and ranch operators and the board of county commissioners. Purpose of this board would be to determine land use policy on refuges compatible with the best interest of both wildlife and agriculture.

"RESOLUTION

"Whereas North Dakota has given over 500,000 acres of land to Federal reservoir projects; and

"Whereas the Garrison Dam was a part of the flood control act of 1944, of which Garrison diversion was then a part; and

"Whereas the stockmen of North Dakota recognize the value of assured feed supplies which irrigation could bring to aid an expanding livestock industry: Now, therefore, be it

Resolved, That the North Dakota Stockmen's Association favors early approval of the Garrison diversion project."

Senator BURDICK, Mr. Thomas L. Kimball, National Wildlife Federation.

STATEMENT OF THOMAS L. KIMBALL, NATIONAL WILDLIFE FEDERATION

Mr. KIMBALL. Mr. Chairman and members of the committee, I will file my statement in the interest of time, and also I would like to have the privilege of filing a resolution from our affiliate in North Dakota, the North Dakota Wildlife Federation.

Senator BURDICK. It will be received.

(Statement and resolution referred to follow:)

STATEMENT OF THOMAS L. KIMBALL, EXECUTIVE DIRECTOR, NATIONAL WILDLIFE FEDERATION

Mr. Chairman, it is a privilege for the National Wildlife Federation to be able to express these brief remarks in favor of Garrison diversion project unit currently being considered by the Congress.

We feel that this is an extremely important project which can be supported with justification by fish and wildlife interests and water conservation interests as well as by those concerned chiefly with the primary agricultural benefits which would be provided. Located in the heart of our country's best remaining waterfowl breeding habitat, Garrison diversion project, if constructed without consideration for wildlife, could be very damaging. Fortunately, project planning from the beginning has recognized this, and has proceeded with full cooperation of member bureaus in the Department of the Interior.

Preliminary plans for the 250,000-acre unit of the project prepared by the Bureau of Sport Fisheries and Wildlife include some 37 major and 27 minor fish and wildlife areas.

Of this total, 59,000 acres would be in water and marsh capable of development into highly productive waterfowl breeding habitat.

While some of the wildlife areas could be operated as refuges, others could be operated to provide much needed public hunting.

The National Wildlife Federation therefore favors development of the Garrison diversion project unit as currently planned by the Department of the Interior and advocates the approval of S. 230 because of its wildlife conservation features.

In conclusion, Mr. Chairman, we are quite sure that the fish and wildlife values attendant to this project occur in perhaps the only segment possessing nationwide interest. The production of waterfowl in the prairie pothole country of the United States and Canada provide the birds for a number of the flyways and a great many duck hunters the entire width of the Nation. We want it distinctly understood that we are supporting the project because of its multipurpose planning and for the specific wildlife benefits which will accrue if the project is built. We wish to express our sincere thanks for this opportunity to appear and present the views of the National Wildlife Federation.

"A RESOLUTION

"Whereas enhancement and replacement of fish and wildlife values is an integral and highly important part of the Garrison diversion project; and

"Whereas the majority of the citizens of North Dakota will get the greatest personal pleasure and enjoyment from the outdoor recreations provided and tourism will be increased; and

"Whereas the Garrison diversion project would lose much of its value and attraction to and support from a majority of the people without its manifold fish, wildlife, and recreation benefits; and

"Whereas such features of the project apparently are under concentrated attack from a small minority interested only in their own personal profit: Now, therefore, be it

Resolved, That the North Dakota Wildlife Federation reaffirms its support of the fish and wildlife feature of the project and urges their retention, and further requests the appropriate State agencies and officials, our Congressmen, and the Garrison Diversion Conservancy District to direct their maximum efforts in this direction to the end that the project be speeded to completion."

MR. KIMBALL. Just a few comments, Mr. Chairman, in relation to one of the subjects that has been brought up in previous testimony. I would like to support Mr. McBroom's statement that this is truly an area of national significance so far as fish and wildlife is concerned, particularly waterfowl; that this is the duck factory of the country and the ducks that are produced in your State furnish quite a bit of enjoyment for almost the entire width of the country and for that reason, there has been quite a national interest generated in the problem of providing environment for duck production in these particular areas and that is one of the reasons that the National Wildlife Federation is in support of the Garrison project.

In connection with the tax problem, we, too, have been concerned about that and we do not want to advocate any procedure which would hurt the local government in any way or the school districts, but I

call attention to the fact that Commissioner Dominy testified that the expenditure of \$150 million to improve the land in this area by bringing irrigation, doing away with the drought problem, will, of course, raise the tax base by making this land much more valuable and bringing new people, providing for this increase in population, which should compensate a great deal for this tax problem.

Senator HICKEY. On that point, if I may interrupt, do you have a sales tax in North Dakota?

Senator YOUNG. Yes, 2 percent.

Mr. KIMBALL. Two percent, yes.

Also, we of the National Wildlife Federation are appreciative of the multiple-purpose planning that has gone into this project. We have appeared before this committee and opposed certain reclamation projects because they have not considered fish and wildlife benefits and because that development has been detrimental to the wildlife.

It particularly pleased us that we have had this type of cooperation and multiple-use planning in this project and that we can come before your committee and support this type of program because of this multiple-purpose development.

We are hopeful that this particular part of the project will be retained. I think we would oppose, too, having a veto power given to the local county commissioners on this tax problem because they really represent, in our opinion at least, the primary use which would be agricultural in this instance, and may not give full consideration to the wildlife values in these instances. So we feel that the authority should rest with the government to make these determinations, again keeping in mind that we want to be fair and that we do not want to hurt the local government in any way or the local school districts, that we would be perfectly willing to pay our share.

We feel, too, that agriculture is receiving considerable benefits in this in that practically 85 percent of the repayment is paid from power revenues, benefits that go directly to agriculture. They are only repaying 15 percent, as I recall the testimony, so we feel that we are not asking for anything too much in the consideration that is being proposed in the project for fish and wildlife values.

Thank you, Mr. Chairman.

Senator BURDICK. Thank you very much.

Any questions?

Thank you, Mr. Kimball.

Mr. Gutermuth has submitted his statement. It will appear at this place in the hearing record.

(Statement of Mr. Gutermuth referred to follows:)

STATEMENT OF C. R. GUTERMUTH, VICE PRESIDENT, WILDLIFE MANAGEMENT
INSTITUTE

Mr. Chairman, I am C. R. Gutermuth, vice president of the Wildlife Management Institute, with headquarters in Washington, D.C. The institute is a national membership organization, and its program has been devoted to the improved management of natural resources in the public interest for the past 50 years.

Conservationists have followed the development of plans for the Garrison diversion project in North and South Dakota for at least 8 years. Our concern with the project is twofold. First, the irrigation developments would involve substantial losses of natural wetlands presently of great value as waterfowl breeding grounds and as habitat for other wildlife. Secondly, the project appears to offer opportunities to compensate for such habitat losses through co-

ordinated planning by agricultural and wildlife agencies by including managed wildlife areas in the plan of development.

Periodic reports in meetings of the Secretary of the Interior's Advisory Committee on Fish and Wildlife have shown that the Department's U.S. Fish and Wildlife Service and the Bureau of Reclamation were engaged in an effort to make the Garrison diversion a truly multiple-purpose project. Preliminary plans for the 250,000-acre unit now under consideration include 37 major and 27 minor fish and wildlife areas as integral parts of the project. These plans would provide that 149,000 acres be set aside for fish and wildlife, with 59,000 acres in water and marsh. Conservationists believe that this is a splendid example of the kind of planning that was envisaged by the Congress when it passed the Fish and Wildlife Coordination Act. That 1958 act has the purpose of making fish and wildlife conservation an equal partner in the planning and construction of water impoundments.

In its December 1958 executive session, the Advisory Committee on Fish and Wildlife to the Secretary of the Interior adopted the following resolution: "We congratulate the Bureau of Reclamation, the Fish and Wildlife Service, and the Department on the high degree of coordination achieved in working out comprehensive plans for the proposed Garrison Dam diversion unit. The Committee stresses its belief that in the prosecution of this project, those phases planned to replace habitat or create new habitat must be constructed concurrently with, and at a rate equal to, the development of diversion and drainage phases which tend to destroy or reduce wildlife habitat."

Conservationists believe that the construction of the 250,000-acre unit of the project should be carried out in the same spirit of coordination and consideration for wildlife with which it has been planned. It is imperative that the Federal Government take every opportunity, under its commitments in the migratory bird treaties with Canada and Mexico, to insure that wetlands of value to ducks and geese are not needlessly destroyed. The House committee recently reported a bill that would authorize the appropriation of \$150 million for an accelerated national program for acquiring wetlands of primary value to ducks and geese. The repayment of this authorization is pledged by America's sportsmen through their purchase of the required duck stamps in future years.

S. 230 will destroy valuable wetlands, but the project plans developed by the Bureau of Reclamation and the Fish and Wildlife Service assure that other wetlands areas will be provided to offset the losses. For this reason, conservationists support the enactment of S. 230, provided the wildlife conservation features of the plan remain unimpaired.

Senator BURDICK. Is Mr. Angus McDonald here? If not, his statement will be received for the record.

The statements of James B. Collinson, director, Garrison Diversion Conservancy District; Vernon S. Cooper, secretary, Garrison Diversion Conservancy District; E. W. Rising, Washington representative, Garrison Conservancy District; Helge E. Hygren, vice president, North Dakota Association District of Rural Electric Cooperatives; Oscar N. Berg, executive secretary, North Dakota Water Users Association; Fred J. Fredrickson, Washington representative, North Dakota State Chamber of Commerce; William E. Welsh, secretary-manager, National Reclamation Association; Arlon G. Hazen, acting president, North Dakota State University; George Schuch, president, League of North Dakota Municipalities; Carl H. Frederickson, president, North Dakota Wildlife Federation; North Dakota Farm Bureau; E. M. Gregory, representing the Great Northern Railway; the Izaak Walton League of America; and the resolutions, which speak for themselves, will be received in the record.

I would like unanimous consent to have the statement of President John F. Kennedy on this matter placed before the reports of the Department of the Interior and the Budget Bureau in this hearing record.

(The statements referred to are as follows:)

STATEMENT OF ANGUS McDONALD, ASSISTANT DIRECTOR, LEGISLATIVE SERVICES DIVISION OF THE NATIONAL FARMERS UNION, PRESENTED ON BEHALF OF THE NATIONAL FARMERS UNION, AND GLENN TALBOTT, PRESIDENT OF THE NORTH DAKOTA FARMERS UNION

The National Farmers Union and the North Dakota Farmers Union are in full support of the legislation introduced by Senators Burdick and Young of this committee, S. 230, which would authorize certain irrigation works originally set forth in the Flood Control Act of 1944. As we understand this legislation, it was introduced because of revision of earlier plans and studies made by the Bureau of Reclamation.

The first plan provided for the irrigation of 1,108,500 acres of land in north-western and central North Dakota by diversion of 3,126,630 acre-feet of water annually from the Missouri River at a point below Fort Peck, Mont., through a main supply canal about 300 miles long from the principal irrigation area in North Dakota. After engineering studies were submitted to the Congress in January 1957, an additional study was made which resulted in revised recommendations.

This revision of the plan is the subject now before this committee. It appears from material submitted to the Congress by the Bureau of Reclamation that the revised plan from an engineering, financial, and economic viewpoint, is much superior to the one originally submitted. This plan would bring about the irrigation of 250,000 acres.

This project seems to meet the criteria which are set forth in various congressional statutes and the legislative program as reiterated at numerous National and State Farmers Union conventions. This can be considered a multi-purpose project since ample provision has been made for all of the several uses of the water. A number of agencies have cooperated in the engineering and economic work which brought forth the recommendations from the Bureau of Reclamation.

All groups concerned seemed to be unanimously in favor of this legislation. Reclamation groups have been organized and are functioning; the State government and various officials are enthusiastically in favor of the project and various State and National conservation agencies have been presenting their views and studies to the Bureau of Reclamation which have been duly incorporated in the Bureau report. Another national agency, the Corps of Army Engineers, has cooperated in these studies and has recommended that the project as modified may be authorized.

A few comments should be made in regard to the unique position which North Dakota occupies in our agricultural and industrial economy. North Dakota historically has been cursed with a "boom and bust" economy. It is perhaps the most retarded area in the Nation and consequently, in most need of the project considered here.

The reason for the instability of the North Dakota economy is obvious. There are violent fluctuations in the rainfall with consequent effect on production. Over the period of 1919 to 1952 wheat production varied from less than 2 bushels per acre to 20 bushels per acre. In drought years farm income approached zero and farmers of small means were forced off the land. Small business in rural areas was also affected and while cities increased in size, small towns and rural communities tended to become smaller or disappear.

The result has been a constant decline over a period of 30 years in the rural population and a static situation in regard to the total population. In 1920 the rural population equaled 558,633. In 1950 it had declined to 454,819. There have been severe declines since that time. Total population in 1920 equaled 646,872. In 1954 it equaled 636,000. This is an amazing figure in view of greatly increased population growth in other areas in the United States as a whole. We cannot overemphasize the fact that North Dakota is a retarded area.

Yet, it is common knowledge that North Dakota agriculture is almost completely mechanized and operates with a high degree of efficiency. Because of the semiarid and arid climate, North Dakota farmers have been forced to grow small grain which can be raised profitably with a smaller amount of rainfall than other crops. Farmers have also turned to mechanization to offset loss of income due to drought and low prices.

Some farmers have adopted a system of so-called sidewalk farming, where the farmer lives in town and grows only one crop. Livestock, in many instances,

because of this arrangement, was liquidated. By 1955, 10 percent of farmers in the area which will be affected by this project no longer lived on their farms. The end result of the one-crop system in North Dakota has been an aggravation of the surplus problem. Wheat, in particular, is produced in large amounts in the State when it is not needed.

We strongly feel that this project, put into operation, will help change the agriculture of North Dakota in regard to the production of surplus crops. It is expected that over a period of years the conversion from small grains and wheat to a livestock and mixed economy will result in the lessening of wheat production by more than 3 million bushels. North Dakota farmers, also, will have some hope of stabilizing their income. The entire project will not be fully completed for more than 60 years. Conversion to the production of livestock and dairy products will not contribute to the surplus problem. Due to expected population increases, the increased production of these commodities will be needed in the years to come.

Various agencies, after studying the water situation in the Missouri Basin, have indicated that sufficient water will be available to irrigate the 250,000 acres presently called for and ultimately the some 1 million acres which will be irrigated when the project is finally completed. Under existing law, users of water in the upper basin are entitled to water originating in their States when it is used for consumptive purposes. At the present time, North Dakota and other States in the upper basin are not getting their fair share. I call the attention of the committee to the so-called O'Mahoney-Milliken amendment:

"Section 1(b) of the Flood Control Act of 1944, provides that: The use for navigation, in connection with the operation and maintenance of such works herein authorized for construction, of water arising in States lying wholly or partly west of the 98th meridian shall be only such use as does not conflict with any beneficial consumptive use, present or future, in States lying wholly or partly west of the 98th meridian, of such waters for domestic, municipal, stock water, irrigation, mining, or industrial purposes."

Enactment of this legislation will benefit family-type farmers. A study of 1,557 ownerships in 10 counties in Garrison diversion unit shows that only 73 owners, or 4.7 percent held more than 320 irrigable acres. In these 10 counties the average owner held 316 acres of land of which 111, on the average, it is estimated are irrigable. This economic pattern indicates that most farmers will work into an integrated type of farm with both irrigation and dryland operations.

It is expected that farmers will not drift into a 100 percent irrigated pattern, but will retain their dryland holdings and convert from wheat or some other small grain crop to extensive feed units or mixed farming. Most farmers will probably grow some high value cash crops in their crop rotation on irrigated lands, combined with livestock and integrated dryland production.

We urge the committee to approve this legislation. North Dakota willingly participated in the plan to build main stem dams on the Missouri River. Five hundred forty-eight thousand acres of North Dakota land has been flooded out by water impounded behind Garrison and Oahe Reservoirs. Over one-half of these acres were in the river valleys and constituted the best and most fertile areas in the State. It seems only fair to make it possible for North Dakota to be compensated in some part by this project, which will bring back in the first stage an equivalent of about one-half of the land which was flooded out. Authorization for this project will help North Dakota regain her place in the Nations' economy. It will make possible industrial and municipal development. It will bring fresh water to Devils Lake, Stump Lake, and other areas. It will have a beneficial effect on wildlife. North Dakota produces more wildfowl than any other area in the Nation. It is a region where a number of lakes and potholes exist. Irrigation will bring back to life some of the lakes which have been dried up.

In summary, the North Dakota diversion unit is a good project. It will help family farmers and help solve the surplus problem. It is a comprehensive project which will provide water for industrial and residential use. And finally, it will conserve and foster wildlife and enhance and restore recreational resources in the lakes and river valleys.

STATEMENT OF JAMES B. COLLINSON, DIRECTOR, GARRISON DIVERSION
CONSERVANCY DISTRICT

I am James B. Collinson, of Devils Lake, N. Dak. I am the director for the Garrison diversion conservancy district from Ramsey County and serve as the chairman of the contract committee of that organization. The principal function of this committee has been directed to the review and study of the repayment arrangements and contracts proposed for the Garrison diversion unit by the Bureau of Reclamation.

One of the important functions of the Garrison diversion conservancy district as set forth in the enabling legislation establishing the district is that of contracting with the United States for the construction, operation, and maintenance for the facilities of the Garrison diversion unit. Soon after its organization, the conservancy district board undertook the task of discussing with officials of the Bureau of Reclamation the repayment arrangements for the project, and subsequently the proposed repayment contracts. During the course of these discussions the conservancy district has, on three separate occasions, employed a consultant to assist them in the review of the proposed contracts. Numerous meetings of our contract committee have been held, at which the various provisions included in the repayment contracts have been reviewed and discussed. In addition, the boards of directors of the seven irrigation districts that have been organized in the Garrison diversion unit area have participated in the discussions, and consequently they are familiar with the provisions of the repayment contracts.

The proposed repayment contracts have been thoroughly discussed by the conservancy district and the boards of directors of the various irrigation districts during the past 2 years. All irrigation districts and the conservancy district have formally approved the principles on which such contracts are based by resolutions they have adopted. The contracts will be presented to the electors of the irrigation district and to the directors of the conservancy district for formal approval at an appropriate time which, we are confident, will be obtained.

The contract arrangements contemplated for the Garrison diversion unit are necessarily involved for several reasons including the multiple-purpose nature of the project, the wide area over which the irrigable lands are located, and the variety of contractors who will be concerned, all of whom are dependent on the main supply system of the project. After thorough study our board has accepted the arrangement whereby a master contract will be negotiated for the supply system, which can be described as that portion of the project system that will be used to serve more than one water-user organization. A second contract, referred to as the three-way contract, will be negotiated among the United States, the conservancy district, and an irrigation district, and will deal with the distribution system to serve the irrigation district concerned. This contract will also cover the relationship between the conservancy district and irrigation district for a water supply from the supply system and certain other arrangements.

Convincing evidence of the support of the farmers and other project beneficiaries for the development of irrigation and their recognition of the obligations that they must assume for the Garrison diversion unit is constantly being expressed. The establishment of the Garrison diversion conservancy district with its power to tax and contract for the project works was an important initial indication of this support. The voluntary petitioning by farmers for the establishment of seven irrigation districts in the Garrison diversion unit area, encompassing over 310,000 acres of irrigable land that would provide these farmers with an organization through which they could contract for their irrigation systems was a second important forward step. The active participation of these irrigation district directors in the contract discussions and their formal acceptance of the principles contained in the proposed contracts was a further indication of their desire for the early development of the Garrison diversion unit.

We are confident that our farmers stand ready to assume their responsibilities for further development of the Garrison diversion unit and are ready to proceed with the development of irrigation now. We sincerely request and urge your approval of S. 230 which will provide certain modifications to the authorization for the Garrison diversion unit. Thank you.

STATEMENT OF VERNON S. COOPER, SECRETARY-TREASURER, GARRISON DIVERSION CONSERVANCY DISTRICT

I am Vernon S. Cooper of Bismarck, N. Dak. I am the secretary-treasurer of the Garrison Diversion Conservancy District, a position I have held since that district was organized in 1955. In this position I have had the opportunity to work closely with a great many individuals and organizations in furthering the development of the Garrison diversion unit. There is almost unanimous support for this project, not only among those from areas that will be directly benefited by the project but also from citizens throughout the State. They all see in the Garrison diversion unit a new era of opportunity for the State.

Missouri River water that will be diverted through the project system will serve many purposes. Irrigation of scattered tracts of land throughout the central and eastern part of North Dakota is the primary purpose and the basis for the project. The other incidental uses which will be provided mainly from irrigation return flows include furnishing water for municipal and industrial use, recreation, fish and wildlife enhancement, improvement of streamflows, and other beneficial purposes. Providing for each of these needs is important and will materially assist the State of North Dakota in making its full contribution to the economic strength and security of the Nation.

The project will provide many new opportunities for the development of recreational areas throughout central and eastern North Dakota where such facilities now exist only on a limited scale. Newly created reservoirs, restored lakes, and the areas surrounding them will be valuable for boating, swimming, fishing, hunting, camping, and other forms of outdoor recreation to meet the growing needs of the people of the area. Notable examples of such potential areas include the Devils and Stump Lakes and the Brush Lake, Turtle Lake, and Lake Williams areas. County park boards or multiple county park boards have been established that can and will assume the responsibility from the local level for these developments.

The new source of water that will be available to over 40 cities and towns for human and industrial use constitutes another significant benefit that will accrue through development of the project. Among the major cities of the State that face immediate critical water supply problems is the city of Minot which has grown rapidly in recent years. The municipal system for that city not only supplies its 40,000 residents but also the newly constructed Minot Air Force Base. City officials are doing everything possible to expand their water supply system from the limited ground water aquifers available. They recognize that the only possibility they have to meet the municipal water demands that will exist in the early 1970's will be to obtain Missouri River water through the Garrison diversion unit. Their long-range planning is being pointed at this source. Several other cities and towns in North Dakota will have to find new sources of water for municipal use in the very near future if they are to continue to grow. It is expected that many other communities that now must use water of poor quality or from sources of limited quantity will turn to Garrison diversion water when it is available.

Citizens in eastern North Dakota are looking forward to the development of the Garrison diversion unit for many reasons. Return irrigation flows from land farther west will flow down the Sheyenne River and will be accessible to Fargo and other urban areas of the Red River Valley. These return flows will be utilized for irrigation purposes along the western edge of the Red River Valley and to provide for the needs of municipalities that will be limited in growth because of inadequate water supplies.

In addition to serving such needs these same irrigation return flows will materially improve the streamflows of many of the rivers and streams throughout the project area thereby enhancing their use for domestic and stock water purposes among others. Water quantity and quality of the larger rivers of the area including the James, Souris, Sheyenne, and Red Rivers will be substantially increased, reducing municipal water and sewage treatment costs of cities and towns along these rivers. Other minor intermittent streams will have a constant flow and can be utilized for several important purposes.

The opportunity for extensive irrigation development, of course, is the most important reason for the Garrison diversion unit. This is fully recognized by all project proponents, principally the farmers who will benefit directly and have indicated their willingness to assume their responsibilities for the project. The other allied purposes the project will serve are of great importance to the State of North Dakota. Local governmental entities have been or will be

established to take on the local responsibilities as required for such project functions.

We sincerely and earnestly solicit your approval of S. 230 that will provide for certain modifications to the Garrison diversion unit authorization.

Thank you.

STATEMENT OF E. W. RISING, WASHINGTON REPRESENTATIVE, GARRISON DIVERSION CONSERVANCY DISTRICT

I am E. W. Rising, Washington representative of the Garrison Diversion Conservancy District, North Dakota. This entity was established by the Legislature of North Dakota for the purpose of promoting and financing, in part, the construction, operation, and maintenance of the Garrison diversion unit.

There is need for legislation modifying certain provisions of the authorizing legislation for the Garrison diversion unit which is proposed in S. 230, the bill now being considered by this committee. I fully support the provisions of this bill and sincerely urge the committee to give its approval and recommendation.

The statements of the North Dakota congressional delegation of Gov. William L. Guy and the many other witnesses have fully discussed the matters involved in the proposed legislation and I wish to be associated with the statements presented by these witnesses.

Thank you, Mr. Chairman, for the opportunity to make this statement.

STATEMENT OF HELGE E. NYGREN, VICE PRESIDENT, REPRESENTING THE NORTH DAKOTA ASSOCIATION OF RURAL ELECTRIC COOPERATIVES

My name is Helge Nygren, and I am vice president of the North Dakota Association of Rural Electric Cooperatives, for whom I speak today.

The rural electric cooperatives of North Dakota believe that the natural resource, water, should be used on the following priority: First, for human, animal, and plant life; next for power generation; and then for any other usage which fits into the overall picture.

SUBSTITUTES

We have substitutes for almost everything except water. We have other means of transportation, we have other means of generating electricity; but we do not have other means of supplying human, animal, or plant water needs.

Therefore, we consider that the prime importance of the Garrison Dam is to supply these needs of living things.

Our association supports the Garrison diversion unit wholeheartedly for many reasons. Among them are:

POWER PICTURE

We might stand to lose some generating capacity out of the Garrison Dam through the shift of water to irrigation. However, this loss would be more than made up from the huge economic gains made to our members and our State.

We support, therefore, the speedy start of this unit even though we might lose a small amount of power.

DECREASE IN FARMS

The census of agriculture shows that between 1954 and 1959 North Dakota lost over 11 percent of its farmers. This amounted to about 7,000 farms in this 5-year period. Garrison diversion would create an additional estimated 3,400 healthy farms and partly offset our decline.

Where do farmers go when they quit farming? This is a problem often more serious for city areas than for rural areas. Many farm people, when they can no longer farm, go to large urban areas to look for work. Here they are many times in bad straits because they have little or no training in work other than farming. We are told that many of these people end up on the relief rolls in large cities. For this reason we think that the decline in farm population is more than a concern for the rural areas—it is a concern for the whole Nation.

RURAL AREA DEVELOPMENT

The Congress recently passed Senate bill 1 which sets up an area redevelopment authority within the Commerce Department. Part of this program is a rural area development which is to be administered by the Rural Electrification Administration within the Department of Agriculture. Rural electric cooperatives have been asked by the Federal Government to help with this rural area development work. We in North Dakota are just starting on this program. We believe that Garrison diversion ties in beautifully with rural area development. The reason is twofold: First, there is the diversification of irrigated agriculture which would be a boon to any area. It will mean more jobs, more healthy small towns and cities, and less drift away from the farm. Second, it will have a big impact on our newly begun cattle-feeding operation.

CATTLE FEEDING

I am offering in evidence to the committee a survey, which has just been completed by the North Dakota Rural Electric magazine in preparation for an article they are writing. It deals with the increase in cattle feeding in the State.

The survey was made by the magazine of all county agents in North Dakota. It indicates that within the past year, cattle feeding has doubled in North Dakota. We are feeding mostly rolled barley, along with hay and other roughage.

This is a new industry for us. Cattle feeding could mean a lot to our future. But any cattle operation requires continuity. To do a good job and make any money, you must stay in the business year after year. We are often plagued with drought conditions in North Dakota which result in short feed supplies. Irrigated land in the Garrison diversion unit could provide us with a good supply of feed even in the driest year, and this supply of feed close at hand could mean a great deal to cattle feeders. It might mean the difference between staying in or failing in this new venture.

NEW CATTLE MARKET

I might add that we do not feel we are in competition with any other large cattle-feeding State such as Iowa or Illinois. This is because most of our cattle are sold to the west of us. As you know, the population of the west coast has grown enormously. This means virtually a new market for meat. Since we are on the western fringe of the cattle-feeding area, our beef goes west. We believe that with the increase in total population (up from 180 million in the United States today, to 260 million in 1980) our west coast market is going to grow. But, by the same token, so is the Midwest and the eastern beef market. We believe, therefore, that the Iowa, Illinois, and Ohio beefgrower is going to have his hands full within his own area. We think we are going to help supply a new area and a new population.

But to do this we need a sure, steady supply of good, low-cost feed. This we can obtain with Garrison diversion water to our land.

PROTECT FEDERAL INVESTMENT

There is one further point I would like to make:

As of March 31, 1961, the Federal Government, through the Rural Electrification Administration, has loaned a total of over \$122 million (\$122,606,487) to rural electric cooperatives in North Dakota. The ultimate security for these loans is the continued use of electric power by the North Dakota farmer. All North Dakota rural electric cooperatives are currently meeting their full loan repayment schedules. Many have made advance payments. We are in good financial shape and intend to stay that way.

However, we have never, since we electrified rural North Dakota, had a drought to match that of the 1930's. Then there was a small cash outlay for the farmer. Today cash outlay is great for many, many things. A drought as severe as that of the 1930's could conceivably mean serious trouble for our rural electric systems.

Garrison diversion, since it covers about 45 percent of the State's area, could be a strong safeguard for our REA loans. The security of a stable agriculture would mean a lot. We know that Garrison diversion will mean stability to agriculture and in turn to the many REA loans which have been made and which will be made. What is good for agriculture is good, not only for rural electric

cooperatives, but for our entire State and its people, since we are one of the most rural States in the Union.

PROMISES MADE

The people of North Dakota consider that when they gave up half a million acres of fertile land for the lakes behind Oahe and Garrison Dams, they got the promise of irrigation in return. This is only one of the many benefits of the dam.

Let us look at the scoreboard and see how the benefits and intents of Garrison have been realized.

Flood control.—This benefit has been largely realized. We no longer have the raging floods downstream that we had years ago.

Power generation.—This benefit has been, or could be largely realized also. Power from Garrison has meant much to the development of the entire Missouri Basin * * * even as far away as Iowa.

Irrigation.—This benefit is largely unrealized. As I have stated, it is a benefit which will assist us all greatly. It will affect even cities far away from us through the slowdown of out-migration and the increase in beef for the western market.

Navigation.—This benefit has been largely realized. However, even navigation depends on agriculture. The things shipped on the river will never be shipped if there is no market for them. Agriculture is one of the Nation's biggest markets.

Fish and wildlife.—This is largely an unrealized benefit also. Poor distribution of water has meant less than optimum development.

Recreation.—Unless you have the people to enjoy recreation benefits, they are largely unrealized. Thus, this benefit is tied in closely with the population increase which Garrison diversion would inevitably bring.

For all these reasons we respectfully urge and request that you support the speedy start of this worthwhile project.

Thank you.

STATEMENT OF OSCAR N. BERG, EXECUTIVE SECRETARY, NORTH DAKOTA
WATER USERS ASSOCIATION

My name is Oscar N. Berg and I live in Minot, N. Dak. I represent the North Dakota Water Users Association, a statewide, voluntary, nonprofit organization dedicated to actively foster, promote, and support the orderly execution of any program or project for the development, management, and beneficial use of land and water resources in North Dakota. It is the only nontaxing agency devoting all its time and energies exclusively toward obtaining maximum development of the State's soil and water resources.

The remarkable and continuing interest and enthusiasm of North Dakotans in water resources development is manifested in a number of ways.

The phenomenal growth in the membership of the organization I represent to more than 3,000 members representing agriculture, business, industry, and the professions is a dramatic demonstration of such interest. This, I feel, is an achievement because the North Dakota Water Users Association has accomplished this in 18 months since the amalgamation of the North Dakota Reclamation Association and the Missouri-Souris Projects Association.

Farmer interest in the irrigation of crops to supplement rainfall shortage during the growing season is evidenced by the formation of seven irrigation districts having an aggregate of 320,000 irrigable acres in the project area.

This interest is further shown by the progress made in the negotiations with the Bureau of Reclamation for the form and substance of the repayment contracts, which are now well along.

Perhaps even more conclusive evidence of local interest is the acceptance by the property owners in the 25-county project area of the ad valorem taxing authority vested in the Garrison Diversion Conservancy District, and the taxes already levied thereunder upon all real and personal property within the district. Such taxing power and levies directly affect those who later must make payments toward the cost of the project works and other elements thereof. Their indicated assumption of the obligation is indeed very encouraging.

North Dakota agreed reluctantly to the acquisition by the Federal Government of 548,000 acres of valuable agricultural land for the construction of the Garrison and Oahe Reservoirs.

It was the general understanding when the Pick-Sloan plan for the development of the Missouri River Basin was authorized that North Dakota would receive substantial irrigation through the Garrison diversion project. This meant that we could look for many more farm units, additional business enterprises, increased job opportunities, and a substantial increase in the tax base and our gross income.

All this would in turn result in the ability to provide more and better educational opportunities and facilities, as well as improve our governmental operations on local, county, and State levels.

Now, more than 16 years after the authorization of the Missouri River Basin project, North Dakota is still fighting for the realization of the irrigation development promised us.

This assumes additional importance to North Dakota this year because of the drought conditions prevailing in the project area which daily is growing more precarious because of extremely subnormal moisture condition. Not since the thirties have we faced such a threat wherein liquidation of livestock herds appears almost a certainty because of inadequate pasture and feed crops. It is in view of this and the sacrifices that have been made, and because of the tremendous interest and support for the Garrison diversion unit that I respectfully ask your favorable consideration and approval of U.S. Senate bill 230.

Thank you, Mr. Chairman and members of the committee, for the opportunity to present this statement.

STATEMENT OF FRED J. FREDRICKSON, REPRESENTING NORTH DAKOTA STATE
CHAMBER OF COMMERCE

My name is Fred J. Fredrickson. I live in Valley City, N. Dak., which has been my home for 50 years.

I represent the North Dakota State Chamber of Commerce, organized 36 years ago, and composed of 6,000 business, professional, and agricultural leaders of the State.

The organization which I represent has authorized and directed me to express the full support of its membership of the Garrison diversion unit as it is now

proposed, planned, and reported by the Department of the Interior. I particularly wish to say that we believe the modifying legislation proposed in S. 230 is very desirable and needed in order to more equitably and satisfactorily meet the problems which the provisions thereof seek to resolve.

It is the wish of myself and those I represent to be associated with the statements of the North Dakota congressional delegation, Gov. William L. Guy, and the many other witnesses which today have appeared in support of the project.

Attached is copy of a resolution adopted by the North Dakota State Chamber of Commerce on April 25, 1961, expressing its strong and unequivocal support of the Garrison diversion unit. I ask that the resolution be made a part of my statement.

The many thousands of members for whom I speak earnestly hope that your committee and the Congress will approve the provisions of S. 230.

Thank you.

RESOLUTION, GREATER NORTH DAKOTA ASSOCIATION-NORTH DAKOTA STATE
CHAMBER OF COMMERCE

GARRISON DIVERSION UNIT

Whereas the Garrison diversion unit, renamed for the Missouri-Souris unit of the Missouri River Basin project originally authorized in the Flood Control Act of 1944, propose the irrigation of a million acres in central and eastern North Dakota, with an accompanying benefit to municipal, industrial water supplies, fish and wildlife, recreation and other beneficial uses; and

Whereas modification of the general plan therefore was found to be necessary after an area land classification and it is now suggested by the Bureau of Reclamation that an initial 250,000-acre development be undertaken as a first stage; and

Whereas appropriate legislation to effectuate the needed modification of the plan and confirm and approve the construction of the works recommended has been introduced by the North Dakota congressional delegation and is now pending in Congress: Now, therefore, be it

Resolved by the board of directors of the Greater North Dakota Association-North Dakota State Chamber of Commerce formed 36 years ago and composed of 6,000 business, professional and agricultural leaders and occupations of the State, in regular meeting in the city of Bismarck, N. Dak., April 25, 1961, That it does hereby reaffirm and reapprove its strong and unequivocal support of the Garrison diversion unit project and does hereby most respectfully request the Congress to enact the necessary modifying legislation along the general lines of S. 230, H.R. 2271 and H.R. 2296; and be it further

Resolved, That the North Dakota congressional delegation shall, and each of them are hereby urged to use every appropriate, advisable and practicable means available to obtain early enactment of such legislation; and be it further

Resolved, That copies hereby be mailed by the secretary to each of the Senators, Milton R. Young and Quentin N. Burdick, and Representatives Don L. Short and Hjalmar C. Nygaard.

STATEMENT OF WILLIAM E. WELSH, SECRETARY-MANAGER, NATIONAL
RECLAMATION ASSOCIATION

My name is William E. Welsh. I am secretary-manager of the National Reclamation Association.

It is my privilege to appear before this committee today on behalf of the National Reclamation Association to support the proposed legislation to amend the authorization of the project now before you for consideration—the Garrison diversion unit in North Dakota. Being somewhat familiar with the area proposed to be irrigated, I can report that this project will be of tremendous important to the future growth, economy and well-being, not only of the area directly affected, but of the entire State of North Dakota.

North Dakota, like the other Great Plains States, is on the borderline between the humid and the arid areas of the Nation. Some years there is plenty of rainfall for a large portion of the State, but in a good many years the rainfall is entirely inadequate. During those dry years or years of short rainfall the farmers who are dependent solely upon rainfall for the moisture requirements of their crops suffer serious and extreme losses. The proposed irrigation would supplement the rainfall and would give assurance of a full crop year in and year out.

AGRICULTURAL SURPLUSES

The development of this project would actually result in a reduction of agricultural surpluses. Much of the land to be irrigated is now growing wheat, but when irrigation water is provided there is no question but what the farmers of the area would immediately convert to more diversified farming.

The exploding population of the United States is increasing at more than 3 million per year. It is now more than 180 million, or twice what it was 50 years ago in 1910. Furthermore, the rate of increase is increasing. It is now approaching 2 percent per year.

The demands of this growing population for agricultural products are tremendous. The Senate Select Committee on National Water Resources in its report quotes the Department of Agriculture to the effect that "the domestic market for farm products in 1980 will be within a range of about 60 to 90 percent above 1954 consumptive levels," while the crop yields projected for 1980 would average only 42 percent greater than yields in 1954. Referring to this deficit between projected requirements and projected production, the report states: "More land and water development or other means of increasing output would be needed if these projections are realized."

The select committee also reports that an additional irrigated acreage in the western regions of 5,443,000 acres is needed by 1980 to meet the medium projected requirements.

The total amount of land irrigated by the Bureau of Reclamation during the 60 years of its existence is 6,798,751 acres and the actual new land brought into cultivation and production by the Bureau of Reclamation is only 3,436,305 acres. Thus the anticipated demand for new irrigated acres in the West alone within the next 19 years is considerably more than the total amount of new land brought into production by the Bureau of Reclamation in all of its history (1902-61).

Furthermore, in many instances irrigation results in breaking the farms up into smaller tracts, thereby providing a means of livelihood for a greater number of people. It would also mean more business for all of the towns and villages of the area.

As an illustration as to the benefits of irrigation to an area such as this, I would refer to Weld County in eastern Colorado, where an intensive study was made by the Bureau of Reclamation a few years ago. That county now supports nine times as many people per 1,000 acres as it did prior to irrigation. Irrigation resulted in stabilization of the economy since each year there was assurance of a full crop.

Gladwin E. Young, Deputy Administrator, Soil Conservation Service, USDA, in a recent address at Denver, Colo., said: "Irrigation, together with improved dryland farm and improved ranching—all in combination have resulted in development and stabilization of the western country against drought far beyond the dreams of pioneers." A crop failure in the irrigated West is practically unknown.

The economy of North Dakota was adversely affected when the State lost 548,000 acres of land flooded by the reservoirs. The irrigation of the 250,000 acres proposed as the first unit of the ultimate development of the Garrison diversion unit will go a long way in offsetting the loss of land that was flooded by reservoirs.

As an indication of the strong feeling of the membership of the National Reclamation Association toward the development of reclamation projects throughout the entire West and the importance and value of the same to the areas affected as well as to the entire Nation, I am attaching to my statement Resolution 4, which was adopted at our last annual meeting, Bakersfield, Calif., November 1960.

The board of directors of our association has authorized me as secretary-manager to support reclamation projects at either the authorization or appropriation stage where the duly authorized agency of the affected State or States raises no objection and where a request for such support has been made by the sponsoring organization. It is with pleasure, therefore, that I support the Garrison diversion unit on behalf of the National Reclamation Association and urge the approval of the proposed amended authorization of this unit.

May I also say that the members of our association appreciate the splendid support which this committee has given to the entire reclamation program which is so vitally important to the Western States.

RESOLUTION 4.—AUTHORIZATION AND APPROPRIATIONS FOR CONTINUED RECLAMATION PROGRAM

Whereas water is the lifeblood of municipal, agricultural, and industrial existence; and the continuous conservation, development, and utilization of the water resources of the States of this Nation are necessary to the growth of the Nation; and

Whereas remaining undeveloped water supplies are limited in amount, erratic in availability, are located long distances from necessary points of use, and require major storage for control; and

Whereas the reclamation States provide expanding markets for the Nation's goods and are absorbing a large share of the increase in population in the United States because of the location of needed and newly discovered raw materials in the area and the ever-present necessity for the decentralization of industry in the interest of national defense; and

Whereas the Federal Government, since its inception, has recognized its responsibility in the support of improvement resulting in public benefits, including the Reclamation Act of 1902 and subsequent legislation relating to the development and construction of major multipurpose water use projects; and

Whereas such improvements and water use projects must be carried forward in keeping with increasing national needs and on a feasible local and national economic basis; and

Whereas the development of basinwide projects for the full use of a water resource is a difficult, complicated, and time-consuming process often involving many States having common interests in interstate streams, requiring decades of effort; and

Whereas the magnitude and necessity for multiple-use basinwide developments within the framework and limitations prescribed by interstate compacts and State laws require joint action by the States involved and the support of all reclamation States; and

Whereas greater public understanding and appreciation of local, regional, and national benefits of the entire reclamation program are necessary: Now, therefore, be it

Resolved, That (1) The National Reclamation Association vigorously reaffirms its support of the basic principles of reclamation accepted as national policy for more than 50 years; namely:

(a) Use of Federal money without interest for the irrigation features;

(b) Use of power revenues on a feasible economic basis to help pay reclamation costs; and

(c) The inherent right and obligation of the people of the reclamation States with the assistance of the Federal Government to develop fully their water and power resources in accordance with applicable interstate compacts and the water laws of the respective States, which are and should be binding on the United States in the development of water resources.

(2) The individual States, and especially the reclamation States through the directors of the National Reclamation Association, be urged to support vigorously and unanimously, a reclamation program designed to fully develop the land and water resources of the Nation within the limit of available water supplies.

(3) The officers of the National Reclamation Association inform the public, of the basic facts and far-reaching benefits of present and proposed water resource development.

(4) The officers of the National Reclamation Association bring to the attention of the President and Congress the extent to which the national welfare and available expanding markets will be impaired and curtailed if the Federal reclamation program is not expanded.

(5) The officers of the National Reclamation Association bring to the attention of the President and Congress the ever-present need for authorization of new projects justifiable under the law which will develop, control, conserve, and utilize the water resources of the Nation to keep pace with its expanding population and improving standards of living.

STATEMENT OF ARLON G. HAZEN, DEAN OF AGRICULTURE AND DIRECTOR, AGRICULTURAL EXPERIMENT STATION, NORTH DAKOTA STATE UNIVERSITY

My name is Arlon G. Hazen, representing the North Dakota State University of Agriculture and Applied Science, in the capacity of dean of the college of agriculture and director of the agricultural experiment station. In this work my main concern is with two things—the welfare of agriculture in our State, and the training of our youth at the college level, particularly in the field of agriculture. It is in connection with the first of these two things that I offer my viewpoints concerning the Garrison diversion unit in the State of North Dakota.

I am not a native son of our State, but have lived there for the past 14 years. During this time I have developed and maintained a keen interest in the water resources program in North Dakota and its potential for the State.

I shall make two points. First, an insight into the kind of people who reside in North Dakota and their attitude toward developments in agriculture. And, second, a glimpse into the future as to some of the effects the Garrison diversion unit will have on the agriculture of our State and Nation.

It is pleasing that our North Dakota people are proud, progressive, alert, and quite determined. They are people who have known both good and bad times and have proven ability to cope with situations as they arise. One never ceases to marvel at how well these people, numbering just over one-half million in total population, are able to provide themselves with modern homes, cities, farms, highways, and schools. How these people operate can be illustrated with just one example.

The 1957 North Dakota Legislature accepted almost unanimously a proposal for a new irrigation experiment station. At the same time they made an initial appropriation of \$67,200 to be used in the location and purchase of a site. The 1959 legislature appropriated a sum of \$85,000 for partial development of the site and for initiating its operation, and the 1961 legislature appropriated \$110,192 for the operation and continued development of the station. The new irrigation station is now being irrigated for the second year. It contains 640 acres. Approximately 200 acres are being irrigated and the remainder is operated under dryland conditions. An additional 30 acres will be developed for irrigation. The station is located in the heart of the Garrison diversion unit near Carrington, N. Dak.

At the time the proposal and the first appropriation were made for the new facility, North Dakota and our Nation were in the midst of the much-discussed crop surplus. Our particular concern was wheat. Although the situation has remained serious, our legislature made further appropriations in 1959 and 1961. This has but one interpretation. Our people, while very conscious of present problems, are looking toward, and planning for, the future. Our people do not regard irrigation in North Dakota as a further aggravation of surplus crop problems but rather as an opportunity to alleviate these surpluses through a diversification of farming practices not presently possible. We believe they are sound in their judgment.

This introduces my second point; some of the effects the Garrison diversion will have on the agriculture of our State and Nation.

The development of more irrigation in North Dakota will be accompanied by an increase in livestock as a main enterprise. Much of the production from the irrigated acres will be marketed as beef, dairy, sheep, swine, and poultry products. The best projections of population trends and eating habits in the United States point toward the need for an increase in meat production of one-third by 1975.

The present generation will see developing in our great Nation an increasing concern for production of food enough to maintain our standard of living. As leaders we dare not lose sight of this. We must plan for it now.

A decrease in wheat acreage will accompany our increase in livestock production. It will be economically sound and profitable to grow feed and forage rather than a cash crop of wheat, provided a stable source of feed can be insured for the livestock.

From a more local standpoint, small grain cropping is essentially a 1-year proposition. The crop is seeded in the spring and harvested the same fall. If a crop failure occurs the operator may try again the next year. With livestock, however, and particularly with beef cattle, a breeding herd cannot be maintained nor can market livestock be produced without a feed source that can be relied upon every year. When a single year's feed supply is lost the livestock man is in a grave difficulty.

Anyone familiar with North Dakota's agriculture has observed frequent livestock feed shortages which have made it necessary to ship subsistence forage from other States, just to keep our basic breeding stock alive. This has happened even in years when rainfall has not reached the low levels our weather records indicate can, and most certainly will, occur in the future. At the same time there has not been a single year when some benefit would not have been achieved by the wise application of irrigation water.

You may be assured the people of North Dakota are worthy of the investment in this project. They will use this precious resource wisely and as a stabilizing influence on our agricultural production. You may also be assured they will be in a better position to provide a good and full diet for our Nation's consumption in the years ahead.

STATEMENT OF GEORGE SCHUCH, PRESIDENT, THE LEAGUE OF NORTH DAKOTA MUNICIPALITIES

I am George Schuch, member of the Mandan City Commission and president of the League of North Dakota Municipalities. Our organization represents 257 municipalities and 32 park districts.

For many years the urgent need for adequate municipal water supply has been recognized by city officials of North Dakota; throughout the entire State there is grave concern. The early establishment of the Garrison diversion unit would provide an opportunity for many communities in central and eastern North Dakota to effect a solution to their increasing water requirements.

Most communities in North Dakota are attempting to attract industry. The first requisite is an ample water supply. With the installation of water systems in a large number of our smaller communities, plus the increased consumption per capita, we all are convinced that water is of No. 1 importance to our towns and villages.

On behalf of the hundreds of municipal officials and cities I represent, I strongly support S. 230. It is sincerely hoped that your committee will make a favorable recommendation on this important legislation.

STATEMENT OF CARL H. FREDRICKSON, PRESIDENT OF NORTH DAKOTA WILDLIFE FEDERATION

Our organization like many other organizations in the State of North Dakota is interested in the establishment of the Garrison diversion unit. We fully realize that this is a big project and one which will affect a tremendous number of our citizens. Ours is a conservation organization interested in the wise use of our natural resources. Recreation, hunting, and fishing is usually neglected in the original planning of many of our projects. The Garrison diversion is one that has wonderful responsibilities both in the formation of waterfowl habitat and in upland game habitat as well as ponds and streams for the propagation of fish. Our standard of living is such that a shorter workweek is in the offing. It is necessary that we give some thought at this time to what our people will be doing with this additional leisure time. Provisions should and must be included in the project plan for mitigation for wetlands lost through the development of irrigation under the Garrison diversion unit. Any additional expense that may be made at the time of construction of this project for the purpose of recreational facilities will eventually be a savings because someday the work we suggest will be done anyway. It will cost much more to add it after the original project is completed. Hunting, fishing, boating, swimming, and other water sports which can be established in connection with this project will also give our economy a tremendous boost. The Federation highly approves and endorses the diversion unit and we are confident that the committee will have the vision and foresight to incorporate the above suggestion in the plan.

STATEMENT OF NORTH DAKOTA FARM BUREAU

The North Dakota Farm Bureau Land and Water Use Committee, composed of Clark Robinson, Coleharbor, chairman; Otis Tossett, Lansford; Ken McIntyre, Harwood; Bert Hill, Esmond; and Francis Simmers, Jamestown; have approved the following statement concerning the need for the completion of the Garrison

diversion unit and wish to submit it in support of this very important project.

The statement is similar to the actual testimony presented by Mr. Bert Hill, Esmond, N. Dak., who represented the North Dakota Farm Bureau at the Garrison diversion hearings in Washington on June 10, 1960.

On behalf of the North Dakota Farm Bureau we wish to express our support for the early construction of the Garrison diversion unit in North Dakota and urge your committee's approval of the legislation that will modify the authorization of this project.

The North Dakota Farm Bureau is now and always has been vitally interested in the development of a sound agriculture in our State. Agriculture is our basic industry. The constant hazard of drought that our dryland farmers face in their operations makes the development of a sound and stabilized agriculture difficult, if not impossible, throughout a wide section of the State. We feel that irrigation, integrated with our dryland operations wherever possible will have an important beneficial and stabilizing effect on our agricultural economy. The irrigable lands of the project are so situated that every acre of land irrigated will have a direct stabilizing effect on about 4 acres of land presently being farmed under dryland conditions. It will permit our farmers to continue to play the important role that they have and must have in the growth and strength of our Nation by providing the food that our people will need in the future. The Garrison diversion unit provides a great number of farmers in a large section of the State of North Dakota this opportunity.

At the last convention of the North Dakota Farm Bureau the following resolution was adopted supporting the early establishment of the Garrison diversion unit:

"Because of the beneficial effects that the entire Missouri Basin Development will have on the agriculture and industry of North Dakota, we favor the completion of the Missouri River diversion plan to accomplish the restoration of Devils Lake, and to benefit those farms on which irrigation is feasible. Precautionary steps should be taken to safeguard North Dakota water rights."

We see in the Garrison diversion unit the opportunity our farmers want and need. By having an assured water supply available for irrigation they will be able to develop a diversified and balanced operation. It will help assure us the constant feed supply to carry on a livestock enterprise and thereby better adapt our agricultural production to the current demand.

We sincerely urge your favorable consideration of this legislation which would modify the authorization of the Garrison diversion unit, and permit the early initiation of construction on the project facilities.

Thank you for the opportunity to present this statement.

STATEMENT OF E. M. GREGORY, REPRESENTING THE GREAT NORTHERN RAILWAY

My name is E. M. Gregory, representing the Great Northern Railway. We support the proposed Garrison diversion project in North Dakota. Our transportation system serves more than 50 percent of the State with a main line and several branch lines tapping the main agricultural producing areas.

Our main concern in this project is the economic impact irrigation will have on the State and the general welfare and population trends of the area. From the 100th meridian west in the State of North Dakota there is not sufficient average annual precipitation to assure crop production. Since the area was settled, drought has occurred at intervals. The combination of insufficient rainfall and low farm prices has caused widespread distress. During these distressed periods farmers have lost their livestock herds and flocks, as well as their homes, and have fled from the areas to seek a livelihood in some other region of the United States. The area mentioned has annually decreased in rural population for more than 30 years. The economy of the area is not stable enough to retain our greatest asset—the young people.

It must be recognized that in the future there will be periods of rainy years which will make farming attractive and farmers will be inclined to increase wheat production, the same type of farming which has resulted in ruin and disaster for so many families in this area in the past.

Since 1910 a large percentage of the farms in the proposed irrigated area have been mortgaged and foreclosed three or more times. Irrigation will give stability to farming by eliminating crop failures and make possible the adaptation of a farming enterprise to meet the demands of the constantly changing market. It will not lend itself to the production of surplus crops, but rather

to specialized crops which are in stronger demand either on the direct market or as a livestock feed.

The proposed Garrison diversion irrigation project will have a stabilizing effect on the entire economy of the State. It will produce sufficient livestock feed, not only for the project itself, but for the adjacent ranching areas in periods of distress. It will increase the number of farm families in the State and attract thousands of other families to man the increased industrial development that accompanies and becomes associated with irrigation.

The irrigation project will stimulate additional population concentration in the areas benefited by bringing water onto the land. As each additional family is brought onto the project it is indicated that one additional service job is created for each family and as a result of this increased population, both from the irrigation worker and the related service worker, a correction in the population depletion should be recognized. With a more stabilized production base, the combination of irrigation and dryland operation in the northern and central sections of the State will provide added income, create a larger and more reliable tax structure to support local schools, churches, National, State, and municipal governments.

The people of North Dakota have demonstrated their desire for the Garrison diversion irrigation project on many occasions. Farmers in the proposed area have organized seven irrigation districts, embracing over 300,000 acres in anticipation of the project's development. There is no question but what many more could and will be organized.

I thank you for the privilege of presenting this statement.

THE IZAAK WALTON LEAGUE OF AMERICA, INC.,
Washington, D.C., June 16, 1961.

HON. CLINTON P. ANDERSON,
*Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.*

DEAR SENATOR ANDERSON: The Izaak Walton League has watched the development of the proposed Garrison diversion project with much interest. It lies in a major flyway and includes a large portion of highly important waterfowl breeding grounds. Hence, the project offers great potentials both in habitat for waterfowl breeding and migration requirements.

There has been good cooperation between the Bureau of Reclamation and the Bureau of Sport Fisheries and Wildlife in development of the project plan. The Bureau of Sport Fisheries and Wildlife has the objective of managing the waterfowl developments so as to increase their productivity and utilization and to offset waterfowl habitat losses occasioned by other features of the project. Present plans, modified from the 1957 proposal, calls for 37 major and 27 minor waterfowl areas totaling 149,000 acres and 59,000 acres of included water and marsh. The fact that these waterfowl management projects lie in a region of such great importance to the continental waterfowl population makes it especially important that their full potential be realized.

Consequently, the Izaak Walton League believes the Garrison unit has national significance for fish and wildlife and supports enactment of S. 230.

Respectfully,

J. W. PENFOLD,
Conservation Director, IWLA.

RESOLUTION OF THE RENVILLE COUNTY COMMISSION BOARD OF NORTH DAKOTA

Whereas Renville County, member of the Garrison Diversion Conservatory District, and the State of North Dakota, is threatened by a drought of disastrous proportions; and

Whereas our farmers are liquidating their livestock herds because of no pasture and feed crops; and

Whereas our agricultural and business economy is facing grave economic problems which will have serious repercussions on tax income in behalf of our political subdivisions: Now be it, therefore

Resolved, That the Renville County Commission Board of North Dakota records in a regular business session its endorsement of the Garrison diversion

unit and urges the Congress of the United States to take favorable action on the enabling legislation so as to provide priority for early construction of this most needed development in Renville County and North Dakota.

Adopted: June 20, 1961.

RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF WARD COUNTY, N. DAK.

Resolved, That the Board of County Commissioners of Ward County reaffirms its continued support of the Garrison diversion project and urges approval of U.S. Senate bill 230, because of the following reasons:

(1) Drought conditions in Ward County and North Dakota are assuming disastrous proportions endangering not only the grain crops, but is forcing liquidation of livestock herds because of inadequate pastures and feed crops.

(2) Recognizing the gravity of the wheat surplus problem and the need for diversification which the Garrison diversion project will provide under a more balanced farm operation.

(3) The need of stabilizing both the agricultural and business economy of our area and North Dakota through a more assured income through irrigation, which is not possible under our present farm practices because of the vagaries of our semiarid climate.

(4) North Dakota acquiesced in the surrender of 548,000 acres of farm and ranch lands to provide reservoir storage for Garrison and Oahe Dams with assurance of a million acres of irrigation as compensation to assure a more firm and solid tax structure which is needed for the operation of our political subdivisions.

Adopted: June 14, 1961.

MINOT CHAMBER OF COMMERCE,

Minot, N. Dak., June 16, 1961.

To Whom It May Concern:

The Minot Chamber of Commerce, at this time, wishes to reconfirm its support of the Garrison diversion project. The drought conditions that now exist in North Dakota certainly are evidence of the great need for the Garrison diversion project. The city of Minot has been on water rationing for over 3 weeks, and is only one of the many municipalities in the area that could use the water that would be supplied by Garrison diversion. The urgency of these two factors prompts us to again encourage the authorization of the Garrison diversion project.

Sincerely,

GEORGE M. JOHNSON, *President.*

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MINOT, N. DAK.

Whereas North Dakota has been subjected to subnormal precipitation during the past 12 months, coupled with unseasonably high temperatures during the past month, causing a recession in the underground water table; and

Whereas the city of Minot and almost all other municipalities and towns in North Dakota rely on wells as a source for their water supplies; and

Whereas rationing of water has become necessary this year and each of the 2 preceding years, and so ordered by this council; and

Whereas the business stability of our community is threatened because of this drought, which may be most disastrous to our farm economy: Now, therefore, be it

Resolved by the City Council of the City of Minot, N. Dak., That the City Council of the city of Minot, N. Dak., convened in session this 19th day of June 1961, does urge approval of U.S. Senate bill 230 so as to assure an early passage of the enabling legislation of the Garrison diversion project to alleviate critical water shortages and to aid in the stabilization of the North Dakota economy and to provide many municipalities with a source of water supply.

JAMESTOWN CHAMBER OF COMMERCE,
Jamestown, N. Dak., June 15, 1961.

Senator QUENTIN N. BURDICK,
*Soil Conservancy District Office,
 Bismarck, N. Dak.*

DEAR SENATOR BURDICK: The board of directors of the Jamestown Chamber of Commerce wish to give their full support in promoting the development of the Garrison diversion project during the hearing before the Senate Interior and Insular Affairs Committee, coming up soon in Washington.

After a telephone call from Mr. Francis Simmers, we are writing this letter so you will know of our recent action. We feel, as you do, that water is wealth to North Dakota, as in any other State, and certainly hope and know that you will lend your efforts toward this tremendous project.

We are certainly hoping for success in this endeavor, as we know how much it will mean to the great State of North Dakota.

With kindest personal regards.

Sincerely yours,

JOHN QUANRUD, *President.*

 CITY OF DEVILS LAKE,
Devils Lake, N. Dak., June 19, 1961.

Senator QUENTIN N. BURDICK,
Washington, D.C.

DEAR SENATOR BURDICK: The following resolution was unanimously adopted by the board of city commissioners at their regular meeting held June 19, 1961.

"RESOLUTION

"Whereas the city of Devils Lake and the lake region have been intensely interested in the Missouri River diversion project for municipal water uses, irrigation, recreation, and other purposes; and

"Whereas this project received national consideration and approval during the drought years of the 1930's, but interest therein appears to have lagged during the more abundant years since the drought period; and

"Whereas the drought conditions this year again point out the absolute need for conservation and use of the waters of the Missouri River, the need of which was pointed out to the Constitutional Convention in 1889: Now, therefore, be it

"*Resolved by the board of city commissioners of the city of Devils Lake, That we urge upon the Congress of the United States, the prompt approval of the early development of the Missouri River diversion project as proposed by S. 230.*"

Passed by the board of city commissioners this 19th day of June, 1961.

[SEAL]

ARTHUR J. LANZ,
President, Board of City Commissioners.

RESOLUTION OF THE LUDDEN FARMERS UNION LOCAL, LUDDEN, N. DAK.

The following resolution was adopted by the members of the Ludden Farmers Union Local at a regular meeting held on October 14, 1960, at Ludden, N. Dak.:

"We, the members of the Ludden Farmers Union Local, being situated in the Dickey-Sargent irrigation district of the Garrison diversion unit, urge an early authorization of the Garrison diversion unit and that the feasibility of the project be determined under the acreage limitation law of the Federal Reclamation Act as it now exists. We sincerely believe this is the only way we can obtain the maximum benefits to our communities, towns, and cities, by creating more farming opportunities, thus putting to use our most important resource—our people."

RESOLUTION OF THE NORTH DAKOTA ASSOCIATION OF RURAL ELECTRIC COOPERATIVES

RESOLUTION NO. 16—GARRISON DIVERSION PROJECT

Whereas the development of the Garrison diversion unit in North Dakota will bring a stabilized and expanded agricultural economy in the State, and will provide opportunity for more farms, more businesses, and more people, all of which are essential if North Dakota is to make its contribution to our growing Nation; and

Whereas irrigation development as proposed under this project will have a direct beneficial effect on over 6,000 existing farms and provide a basis for 3,400 new farms in central and eastern North Dakota ; and

Whereas the Garrison diversion unit has been transmitted to the Congress of the United States by the Department of the Interior for consideration, with the recommendation that the modifications to the project authorization be approved and construction get underway on an initial 250,000-acre phase of the project : Now, therefore, be it

Resolved by the North Dakota Association of Rural Electric Cooperatives at annual meeting duly assembled in Jamestown, N. Dak., this 15th day of July 1960, That this association, recognizing the importance of the Garrison diversion unit to the State of North Dakota and the Nation hereby voices its support for this project and urges the Congress of the United States to enact legislation approving the project and modifying its authorization ; and be it further

Resolved, That copies of this resolution be transmitted to the members of the congressional delegation from North Dakota, the chairman of the Interior and Insular Affairs Committee of the U.S. Senate and U.S. House of Representatives, the Secretary of the Interior, and the Garrison diversion conservancy district.

RESOLUTION OF THE NORTH DAKOTA ASSOCIATION OF SOIL CONSERVATION DISTRICTS

Whereas the Association of Soil Conservation Districts of North Dakota is vitally concerned with the development of North Dakota's soil and water resources to the greatest extent possible to provide for an expanded and stabilized agriculture that can help in meeting the needs of our growing State and Nation ; and

Whereas the construction and development of the Garrison diversion unit will provide for the irrigation of large areas in central and eastern North Dakota as well as to provide an adequate water supply for municipal and industrial use, fish and wildlife conservation and propagation, recreation opportunities, stream pollution abatement and other purposes that will bring new economic wealth, growth and opportunity to the State, area and Nation ; and

Whereas investigations by the Bureau of Reclamation have determined that the Garrison diversion unit is engineeringly feasible and economically sound and the Secretary of the Interior has endorsed the project for early construction and urged it approval by Congress ; and

Whereas the farmers and others in the Garrison diversion unit area have demonstrated their support for the prompt development of the project through the establishment of the Garrison Diversion Conservancy District and seven irrigation districts in the project area who will contract with the Federal Government for the project facilities ; and

Whereas it is expected that legislation will be introduced in the 87th session of Congress that, if approved, will provide for certain modifications to the authorization of the Garrison diversion unit and that congressional hearings on these bills will be held during the 87th session of Congress : Now, therefore, be it

Resolved by the North Dakota Association of Soil Conservation Districts at convention duly assembled at Bismarck, N. Dak., December 1, 2, and 3, 1960, That this association wholeheartedly endorses the early construction and development of the Garrison diversion unit and urges the Congress of the United States to approve legislation modifying the authorization of the Garrison diversion unit and appropriate adequate funds to initiate construction of the project facilities at an early date ; and be it further

Resolved, That a copy of this resolution be sent to Senators Milton R. Young and Quentin N. Burdick ; Congressman Don L. Short and Congressman-elect Hjalmar Nygaard ; the chairmen of the Interior and Insular Affairs Committees of the U.S. Senate and House of Representatives ; the Secretary of the Interior ; the Commissioner of the Bureau of Reclamation ; Gov. John E. Davis Governor-elect William L. Guy, of North Dakota ; the North Dakota State Water Conservation Commission ; and the Garrison Diversion Conservancy District.

RESOLUTION OF THE NORTH DAKOTA COUNTY COMMISSIONERS' ASSOCIATION

Whereas the development of the Garrison diversion unit in North Dakota will provide the citizens of North Dakota an opportunity to beneficially use their fair

share of the water from the Missouri River for irrigation, municipal water, recreation, fish and wildlife enhancement, lake restoration and other multiple uses and will replace, in part, the lost land resource resulting from the contribution of the State of 548,000 acres of Missouri River bottomland for use of Missouri River mainstem reservoirs; and

Whereas the new opportunities that will be provided through the development of the project, particularly in the project area, will increase and stabilize the agricultural, business, and industrial income in the State and will be the basis for more jobs, more business establishments and more people, thus reversing the trend of a static or declining growth in the State; and

Whereas the development of the Garrison diversion unit will benefit all sections of the State of North Dakota through a broadened tax base, new industrial development and a readily available stable and bountiful feed supply for non-irrigated areas of the State during periods of drought; and

Whereas irrigation development as will be provided in the project area will permit the establishment of an expanded livestock enterprise in the State, enhancing the welfare of the agricultural economy of the entire State and at the same time permitting North Dakota farmers to direct their production of food to meat products and reduce their contribution to the surplus problem resulting from the production of wheat and other cereal grains; and

Whereas the farmers and others in the project area have demonstrated their enthusiastic support of the Garrison diversion unit and for its early development through the organization of irrigation districts and continued efforts to obtain the approval of the project by Congress and the agencies of the Federal Government concerned; and

Whereas bills have been introduced in the U.S. Senate and House of Representatives of the 86th session of Congress that propose certain modifications to the authorization for the Garrison diversion unit and it appears that hearings by the appropriate committees of Congress on these bills can be scheduled if the project report is transmitted to Congress at an early date: Now, therefore, be it

Resolved by the North Dakota County Commissioners' Association at their convention duly assembled at Williston, N. Dak., January 12 to 14, 1960, That this association wholeheartedly endorses the early construction and development of the Garrison diversion unit and urges the Bureau of the Budget and the Department of the Interior to transmit the report on the Garrison diversion unit to Congress at an early date and further urges the Congress of the United States to approve the project and the modifications to its authorization as proposed in bills now pending before it, and appropriate adequate funds to initiate construction of the project works without delay; and be it further

Resolved, That copies of this resolution be forwarded to Senators Milton R. Young and Norman Brunnsdale; Congressmen Don L. Short and Quentin N. Burdick; the Secretary of Interior; the Director of the Bureau of the Budget; the Commissioner of Reclamation; Gov. John E. Davis of North Dakota; the North Dakota State Water Conservation Commission and the Garrison Diversion Conservancy District.

RESOLUTION OF THE NORTH DAKOTA BANKERS ASSOCIATION

Whereas North Dakota bankers have previously supported early authorization of funds for Missouri River diversion at the Garrison Dam and irrigation therefrom; and

Whereas hearings on legislation for this purpose are soon to be held: Now, therefore, be it

Resolved, That the North Dakota Bankers Association commends our North Dakota congressional delegation for their honest and forthright work to further the Garrison diversion program, and reaffirm their support of them in their efforts for such legislation.

RESOLUTION OF THE IZAAK WALTON LEAGUE OF AMERICA

Whereas enhancement and replacement of fish and wildlife values is an integral and highly important part of the Garrison diversion project; and

Whereas the majority of the citizens of North Dakota will get the greatest personal reward and enjoyment from the outdoor recreations provided, and tourism will be increased; and

Whereas the Garrison diversion project would lose much of its value and attraction to, and support from, a majority of the people without its manifold fish, wildlife and recreation benefits; and

Whereas such features of the project apparently are under concentrated attack from a small minority interested only in their own personal profit: Now, therefore, be it

Resolved, That the Missouri Slope Chapter of the Izaak Walton League of America reaffirms its support of the fish and wildlife features of the project and urges their retention, and further requests the appropriate State agencies and officials, our Congressmen and the Garrison Diversion Conservancy District to direct their maximum efforts in this direction to the end that the project be speeded to completion.

RESOLUTIONS OF THE RAMSEY COUNTY WILDLIFE FEDERATION

Whereas enhancement and replacement of fish and wildlife values is an integral and highly important part of the Garrison diversion project; and

Whereas the majority of the citizens of North Dakota will get the greatest personal pleasure and enjoyment from the outdoor recreations provided and tourism will be increased; and

Whereas the Garrison diversion project would lose much of its value and attraction to, and support from, a majority of the people without its manifold fish, wildlife, and recreation benefits; and

Whereas such features of the project apparently are under concentrated attack from a small minority interested only in their own personal profit: Now, therefore, be it

Resolved, That the Ramsey County Wildlife Federation reaffirms its support of fish and wildlife features of the project and urges their retention, and further requests the appropriate State agencies and officials, our Congressmen and the Garrison Diversion Conservancy District to direct their maximum efforts in this direction to the end that the project be speeded to completion.

Senator BURDICK. We will leave the record open for 10 days for further statements or resolutions.

If there is no further business, the committee is recessed.

(Whereupon, at 12:45 p.m., the subcommittee was recessed, to reconvene subject to the call of the Chair.)





