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PROPOSED CANYONLANDS NATIONAL PARK IN UTAH

GOVERNMENT
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HEARING
 BEFORE THE
 SUBCOMMITTEE ON PUBLIC LANDS
 OF THE
 COMMITTEE ON
 INTERIOR AND INSULAR AFFAIRS
 UNITED STATES SENATE
 EIGHTY-EIGHTH CONGRESS
 FIRST SESSION
 ON
S. 27
 A BILL TO PROVIDE FOR ESTABLISHMENT OF THE CANYON-
 LANDS NATIONAL PARK IN THE STATE OF UTAH,
 AND FOR OTHER PURPOSES

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PROPOSED CANYONLANDS NATIONAL PARK IN UTAH

THURSDAY, APRIL 25, 1963

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

The subcommittee met, pursuant to notice, at 10:35 a.m., in room 3110, New Senate Office Building, Senator Frank E. Moss, presiding.

Present: Senators Moss (presiding), Metcalf, Simpson, and Jordan. Senator Moss. The hearing will come to order.

This is a hearing on S. 27, to create the Canyonlands National Park.

I had prepared a statement for this morning's hearing. But since I received a copy of Senator Bennett's statement late last evening I find that mine is a little bit out of date. I would like to put it in the record at this point with the explanation that some parts of it are not entirely applicable at this time, but the proposed amendments that have been printed and which are lying before the committee including the description of the park area are accurate and of value.

(The statement referred to is as follows:)

STATEMENT OF HON. FRANK E. MOSS, A U.S. SENATOR FROM THE STATE OF UTAH

Mr. Chairman, it is most gratifying to be able to report here today that the Utah congressional delegation, and the Governor of our State, the Honorable George Dewey Clyde, are united on the Canyonlands National Park bill.

We came to our meeting of minds at a conference at the residence of the Governor on April 6, 1963, in Salt Lake City. In our discussion of the Moss bill (S. 27), I made certain suggestions for minor revisions with which there was general agreement. In line with that agreement, I have introduced two amendments to my bill (S. 27) which bill I introduced on January 14 of this year. The first amendment would make some adjustments in the boundaries of the park to exclude some land on which there may be phosphate deposits, and the second would assure ingress and egress to mining claims and oil leases which are in active operation at the time mining is phased out of the park 25 years hence. I ask that these two amendments be printed in the record of the hearings at this point, and advise that I will ask the subcommittee to consider them at the proper time.

To be more specific, the first amendment would cut out some 18,000 acres, or 28 sections, from the extreme northern border and the northeast corner of the park, and would add a corresponding amount of acreage—some 19,500 acres, or 30.5 sections, to the southern boundary of the park. The northern deletion is proposed to take out a bank across the northeast corner which contains part of the salt wash geologic member in which potash occurs. A shaft is now being sunk at a point about 15 miles from this area to mine potash, and it is reasonable to expect that there may be deposits within the boundaries of the park as proposed in S. 27. I suggest, therefore, that to avoid controversy, this area be removed. Its removal will not, as I see it, detract greatly from the park, although it does cut down all the way to The Neck which is the natural entry gate from the north.

The area added to the southern border to compensate for the northern deletion will consist of a slender ridge across the entire lower boundary of the so-called Beef Basin country, and a similar ridge around the present southeast corner. The advantage of this addition is that it will include spectacular formations in

the Needles area which had been cut out, and will provide a more substantial buffer for Druid Arch and other famous geological marvels.

The second amendment spells out the rights of those producing minerals at the expiration of the 25-year phaseout period to use the roads to produce and market their products. This amendment is being offered to quiet the fears of those who say it is remotely possible that a large mineral deposit or oil or gas could be discovered in the 23d or 24th year of the exploratory period, and there would then not be time to get the mineral out. We cannot look ahead—we do not know what our needs may be at that time, and I want to be sure all contingencies are covered, so I am offering an amendment to strengthen the language of the bill to assure that those who find minerals within the park, and who conduct both exploration and operating work under regulations provided by the Secretary of the Interior so that no scientific, geological or scenic value of the park is destroyed, will be able to get their product out as long as the property continues in an operating state.

I will not take the time again of this subcommittee to discuss the truly remarkable area we want to establish as the Canyonlands National Park. Sufficient it is to say that it is without doubt the world's most massive exposure of red rock canyon and windswept sculpture. It is also an area of invaluable prehistoric ruins, and of great geological, scientific, and archeological significance. And it is almost untouched.

The very inaccessibility of most of the area which Canyonlands will encompass has kept it pristine and inviolate. It is probably one of the few areas in the United States which has sections and canyons which no white man has ever visited. However, there is now a fairly good road in from the north to the Grandview Point overlook, and there are some jeep trails in from the south. This means that more and more people are seeing this spectacular area every year. And the vast publicity given it by visits to it by the Secretary of the Interior, and by members of this Senate subcommittee last year, and by others, will pull more and more people into southeastern Utah. In fact, the chamber of commerce at Monticello, the Utah town closest to the southern border of the park, reported to me that last year the number of inquiries and visitors almost doubled over the previous year.

This means that remoteness is no longer an adequate protection. At hearings held last year in the Canyonlands area, people reported with chagrin what is happening. Several superb formations have been desecrated by vandals—the Goblet of Venus rock formation shaped like a goblet was toppled a few years ago by great effort after a rope was tied around its slender base and attached to the bumper of a jeep. Other formations show evidence of having been hacked at and chopped away.

The area is dotted with 25,000 year old campsites, granaries, and ruined villages of the Anasazi. There are also many superb Indian pictographs and other relics of early Indian habitation and civilization. Some of these are being disturbed and mutilated. At hearings held last year on Canyonlands in Monticello, one woman reported visiting an Indian campsite several years ago to find it just as it had been left thousands of years ago when the Indians departed. When she returned a year or two later some insensitive and thoughtless person had desecrated it by sweeping and kicking aside the priceless relics there.

This means, of course, that the passage of this bill has become urgent. We must give this remarkable area the protection it deserves before it is too late. In fact, I feel it is safe to say that Canyonlands represents one of the last opportunities in the United States to establish a national park in an area in which nature and long-departed Indians have been the only architects. We cannot move too soon.

That Canyonlands is of national park stature and quality is undisputed by anyone who has seen it. The park would be the heart of a region which is so visually compelling that those who see it want to encompass within its borders not just the 260,000 acres proposed by this bill, but 600,000 or 800,000 or a million acres. They want to preserve it all.

I feel, however, and I know that most of the people of Utah agree with me, that we should not place a million acres in national park status, even with the modified provisions of this bill which allow mineral exploration and development to continue, under regulation prescribed by the Secretary of the Interior, for 25 years. Utah land is only about one-quarter State or privately owned, with roughly 75 percent of our land in Federal ownership.

Our mining and grazing industries are most important to our economy, and we must keep them healthy by assuring them of open ranges and prospecting oppor-

tunities. We must also hold in multiple-use readiness the veritable storehouse of industrial raw materials which we have every reason to believe exists on many of these Federal lands.

However, there is no question in my mind that the area we propose to encompass in the Canyonlands National Park will be put to best use as a park. The University of Utah economic study of the area showed this conclusively. But we do not need a million acres to have a superb national park.

In conclusion, therefore, let me reiterate that the people of Utah and our major State and Federal elected officials are now united behind the Moss Canyonlands National Park bill, when amended as I have suggested here today. Some will be disappointed that the park is not larger, but almost none of them, I am sure, will insist that it be made smaller. It is the best compromise we can reach, and I feel it is a satisfactory one.

I hope this bill will be accepted in the spirit in which it is offered by all of those desiring the park. The measure is fully consistent with the multiple-use principles recommended by the outdoor Recreation Resources Review Commission, and it follows, in almost every detail, precedents already established for national parks.

And most important of all, Canyonlands will not cost the Government a single dollar in acquisition costs. All of the land involved is already owned by the Federal Government, with the exception of the school sections and riverbeds owned by the State of Utah. The bill provides for the prompt exchange of State-owned lands within the park area for Federal lands outside the park.

Where else can we establish a unique, wonderful and breathtaking new national playground of the calibre of Canyonlands at no acquisition cost to the Federal Government?

These canyons of Utah defy adequate description for form, color, and heroic view. They must be preserved for the enjoyment of all of our people beginning now and for the decades and centuries ahead. I trust, Mr. Chairman, that before this session adjourns, the Canyonlands area of Utah will have become the Nation's 31st national park.

Senator Moss. At this point in the record will be printed a copy of S. 27, and also a copy of the two amendments which have been printed and are to be considered by the committee.

(The bill, S. 27, and accompanying amendments are as follows:)

[S. 27, 88th Cong., 1st sess.]

A BILL To provide for establishment of the Canyonlands National Park in the State of Utah, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve an area in the State of Utah possessing superlative scenic, scientific, and archeologic features for the inspiration, benefit and use of the public, there is hereby established the Canyonlands National Park which subject to valid existing rights, shall comprise the following generally described lands:

Beginning at a point on the east line of section 2, township 27 south, range 17 east, Salt Lake base and meridian; on a westerly prolongation of the north line of said township 27 south, range 20 east;

thence east along the north line of township 27 south, through ranges 18 and 19 east to the west line of township 27 south, range 20 east; thence south along said west line of said township 27 south, range 20 east to the south line of the north half of section 7, said township 27 south, range 20 east;

thence east along said south line of said north half of said section 7 and along the south line of the north half of section 8, said township 27 south, range 20 east, and along the south line of the north half of section 9, said township 27 south, range 20 east, to the west line of the east half of said section 9;

thence south along said west line of the east half of said section 9 and the west line of the east halves of sections 16, 21, 28, and 33 of said township 27 south, range 20 east, and the west line of the east halves of sections 4, 9, 16, and 21 of township 28 south, range 20 east, to the north line of section 28, said township 28 south, range 20 east;

thence west along the north line of said section 28 and of said section 29 of said township 28 south, range 20 east, to the west line of said section 29;

thence south along said west line of said section 29 and the west line of section 32 of said township 28 south, range 20 east, and the west line of sections 5 and 8

of township 29 south, range 20 east, to the north line of the south half of section 7, said township 29 south, range 20 east;

thence west along said north line of the south half of said section 7, said township 29 south, range 20 east, and along the north line of the south half of unsurveyed section 12, unsurveyed township 29 south, range 19 east, to the west line of the east half of said section 12;

thence south along said west line of the east half of said section 12 and the west line of the east half of unsurveyed sections 13 and 24 of said township 29 south, range 19 east, to the north line of unsurveyed section 25, said township 29 south, range 19 east;

thence west along said north line of said section 25 to the west line of said section 25; thence south along said west line of said section 25 and the west line of unsurveyed section 36, said township 29 south, range 19 east, to the north line of unsurveyed township 29½ south, range 19 east;

thence east along the said north line of said township 29½ south, range 19 east to the west line of the east half of unsurveyed section 36 of said township 29½ south, range 19 east; thence south along said west line of the east half of said section 36, and the west line of the east half of unsurveyed section 1, partially surveyed township 30 south, range 19 east, to the south line of the north half of said section 1;

thence east along said south line of the north half of said section 1 to the west line of township 30 south, range 20 east; thence south along the west line of section 6 of said township 30 south, range 20 east to the south line of said section 6;

thence east along said south line of said section 6 of the west line of section 8, said township 30 south, range 20 east; thence south along said west line of said section 8 to the south line of said section 8;

thence east along said south line of said section 8 to the west line of section 16; said township 30 south, range 20 east; thence south along said west line of said section 16 to the south line of said section 16;

thence east along said south line of said section 16 and the south line of section 15, said township 30 south, range 20 east, to the west line of section 23, said township 30 south, range 20 east; thence south along said west line of said section 23 and the west line of sections 26 and 35 to the south line of said township 30 south, range 20 east;

thence east long said south line of said township 30 south, range 20 east, to the west line of unsurveyed section 35, partially surveyed township 30½ south, range 20 east;

thence south along the west line of said section 35, said township 30½ south, range 20 east, and the west line of section 2 and of unsurveyed sections 11, 14, 23, and 26 of partially surveyed township 31 south, range 20 east, to the north line of unsurveyed section 34, said township 31 south, range 20 east;

thence west along said north line of said section 34 to the west line of said section 34; thence south along said west line of said section 34 to the southwest corner of said section 34; thence west along the south line of sections 33, 32, and 31 of township 31 south, range 20 east, and along the south line of section 36, township 31 south, range 19 east, to the southwest corner of said section 36;

thence north along the west line of sections 36, 25, and 24 of township 31 south, range 19 east, to the southwest corner of section 13;

thence west along the south line of sections 14, 15, 16, 17, and 18, township 31 south, range 19 east, and along the south line of sections 13, 14, 15, 16, 17, and 18 of township 31 south, range 18 east, and along the south line of sections 13, 14, and 15, township 31 south, range 17 east, to the southeast corner of section 16, said township 31 south, range 17 east;

thence north along the east line of said section 16, said township 31 south, range 17 east, the east line of unsurveyed sections 9 and 4 of said township 31 south, range 17 east, to the north line of township 31 south, range 17 east;

thence east along the north line of township 31 south, range 17 east, to the northwest corner of unsurveyed section 5, township 31 south, range 18 east; thence north through partially surveyed township 30½ south, range 18 east, to the north line of said partially surveyed township 30½ south, range 18 east;

thence east along said north line of partially surveyed township 30½ south, range 18 east, to the southwest corner of section 34, township 30 south, range 18 east; to the southwest corner of section 34, township 30 south, range 18 east; thence north along the west line of said section 34, township 30 south, range 18 east, and the west line of section 27, said township and range, to the northwest corner of said section 27; thence east along said north section line of said section 27, to the southwest corner of section 23, township 30 south, range 18 east;

thence north along the west line of section 23, township 30 south, range 18 east, and the west line of sections 14, 11, and 2, township 30 south, range 18 east, and the east line of section 34, township 29 south, range 18 east, to the northeast corner of said section 34, partially surveyed township 29 south, range 18 east;

thence west along the north line of said section 34 to the southeast corner of section 28, said partially surveyed township 29 south, range 18 east; thence north along the east line of said section 28 and the east line of section 21, partially surveyed township 29 south, range 18 east, to the southeast corner of section 16, said township and range; thence west along the south line of said section 16 to the southwest corner of said section 16;

thence north along the west line of section 16, and the west line of section 9, said partially surveyed township 29 south, range 18 east, to the southeast corner of section 5, said township and range; thence west along the south line of section 5 to the southeast corner of section 6, said township 29 south, range 18 east; thence north along the east line of said section 6, and the east line of section 31, township 28½ south, range 18 east, to the northeast corner of said section 31; thence west along the north line of said section 31 to the east line of partially surveyed township 28 south, range 17 east;

thence north along said east line of said township 28 south, range 17 east, to the northeast corner of the southeast quarter of unsurveyed section 24, said township 28 south, range 17 east; thence west along the north line of the south half of said section 24 and the north line of the southeast quarter of unsurveyed section 23, said township and range, to the northwest corner of the southeast quarter of said section 23; thence north along the west line of the northeast quarter of section 23 and the west line of the southeast quarter line of section 14, said township 28 south, range 17 east, to the northwest corner of the southeast quarter of said section 14; thence west along the south line of the northwest quarter of said section 14 and the south line of the north half of section 15, said township 28 south, range 17 east, to the east line of section 16, said township and range;

thence north along said east line of said section 16 and the east line of unsurveyed sections 9 and 4, said township 28 south, range 17 east, the east line of unsurveyed sections 33, 28, and 21, and of section 16, partially surveyed township 27 south, range 17 east, to the south line of the north half of unsurveyed section 15, said township 27 south, range 17 east;

thence east along said south line of the north half of said section 15 and the south line of the north half of unsurveyed section 14, said township 27 south, range 17 east, to the east line of said section 14;

thence north along the east section line of said section 14, the east line of section 11, and the east line of section 2, township 27 south, range 17 east, to the point beginning, containing approximately 257,000 acres.

SEC. 2. Within the area described in section 1 hereof or which lies within the boundaries of the park, the Secretary of the Interior is authorized to acquire lands and interests in lands by such means as he may deem to be in the public interest. The Secretary may accept title to any non-Federal property within the park, including State-owned school sections and river bed lands, and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction within the State of Utah and adjacent States, notwithstanding any other provision of law. The properties so exchanged shall be of the same classification and the Secretary shall take administrative action to complete transfer on any lands in a proper application by the State of Utah on or before the expiration of thirty days following the date of enactment of this Act: *Provided*, That the Secretary may accept cash from, or pay cash to, the grantor in such an exchange in order to equalize the values of the properties exchanged. Federal property located within the boundaries of the park may, with the concurrence of the agency having custody thereof, be transferred to the administrative jurisdiction of the Secretary of the Interior, without consideration, for use by him in carrying out the purposes of this Act. Any lands within the boundaries of the park which are subject to Bureau of Reclamation or Federal Power Commission withdrawals are hereby freed and exonerated from any such withdrawal and shall, on the date of enactment of this Act, become a part of the Canyonlands National Park subject to no qualifications except those imposed by this Act.

SEC. 3. Where any Federal lands included within the Canyonlands National Park are legally occupied or utilized on the date of approval of this Act for grazing purposes, pursuant to a lease, permit, or license issued or authorized by any department, establishment, or agency of the United States, the Secretary of the

Interior shall permit the persons holding such grazing privileges on the date of approval of this Act, their heirs, successors, or assigns, to renew the privileges from time to time subject to such terms and conditions as the Secretary may prescribe: *Provided, however,* That no such privilege shall be extended beyond the period ending twenty-five years from the date of approval of this Act except as specifically provided for in this section. The Secretary shall permit a holder of the grazing privilege to renew such privilege from time to time during the holder's lifetime beyond the twenty-five-year period, subject to such terms and conditions as the Secretary may prescribe, if (1) the holder is the person who held such privilege on the date of approval of this Act, or (2) the holder is the heir, successor, or assign of such person and was a member of that person's immediate family, as determined by the Secretary of the Interior, on the date of approval of this Act. Nothing contained in this Act shall be construed as creating any vested right, title, interest, or estate in or to any of the Federal lands. The Secretary, by regulation, may limit the privileges enjoyed under this Act to the extent that they are appurtenant to the private lands owned by the persons who held such privileges on the date of approval of this Act, and may adjust such privileges to preserve the park land and resources from destruction or unnecessary injury. Grazing privileges appurtenant to privately owned lands located within the Canyonlands National Park established by this Act shall not be withdrawn until title to lands to which such privileges are appurtenant shall have vested in the United States, except for failure to comply with the regulation applicable thereto and after reasonable notice of any default.

SEC. 4. Nothing in this Act shall preclude the continued application of the mining and mineral leasing laws of the United States within the Canyonlands National Park; except that (1) the Secretary of the Interior may prescribe such general regulations for the control of these activities as he deems necessary to preserve the scenic, scientific, and archeologic values of the area, and (2) such laws shall cease to apply with respect to the area comprising such park upon the expiration of twenty-five years following the date of enactment of this Act, but such termination of application shall not affect any valid rights established prior thereto. The provisions of the Act of July 31, 1947 (61 Stat. 681), as amended, shall have no application within the Canyonlands National Park.

SEC. 5. (a) In order to provide suitable access to the Canyonlands National Park and facilities and services required in the operation and administration of the park, the Secretary may select the location or locations of an entrance road or roads to such park and to points of interest therein from United States Route 160 and State Routes 24 and 95, including necessary entrance and related administrative headquarters sites upon lands located outside the park, and he may select a suitable location or locations outside the park for connections between entrance roads and between roads lying within the Canyonlands National Park.

(b) To carry out the purposes of this section, the Secretary may acquire non-Federal lands or interests in lands by donation, purchase, condemnation, exchange, or such other means as he may deem to be in the public interest: *Provided,* That lands and interests in lands acquired outside the park as rights-of-way for said entrance roads and connections shall not exceed an average of one hundred twenty-five acres per mile. Rights-of-way and entrance and administrative sites acquired pursuant to this authority shall be administered pursuant to such special regulations as the Secretary may promulgate in furtherance of the purposes of this section.

(c) The Secretary may construct, reconstruct, improve, and maintain upon the lands or interests in lands acquired pursuant to this section, or otherwise in Government ownership, an entrance road or roads and connections of parkway standards, including necessary bridges and other structures and utilities as necessary, and funds appropriated for the National Park Service shall be available for these purposes.

SEC. 6. Subject to the provisions of this Act, the administration, protection, and development of the Canyonlands National Park, as established pursuant to this Act, shall be exercised by the Secretary of the Interior in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1 and the following), as amended and supplemented.

SEC. 7. There are hereby authorized to be appropriated such sums as are necessary to carry out the purposes of this Act.

[S. 27, 88th Cong., 1st sess.]

AMENDMENT

Intended to be proposed by Mr. Moss by the bill (S. 27) to provide for establishment of the Canyonlands National Park in the State of Utah, and for other purposes, viz:

On page 11, line 25, immediately before the period, insert the following: "and the continued exercise of such rights thereafter, including the right of ingress and egress and the use of roads within the park and outside of the park where reasonably necessary for production and marketing of minerals from within the park".

[S. 27, 88th Cong., 1st sess.]

AMENDMENT

Intended to be proposed by Mr. Moss to S. 27, a bill to provide for the establishment of Canyonlands National Park in the State of Utah, and for other purposes, viz: Delete the land description beginning on page 1, line 9, and continuing through page 8, line 22, and insert the following:

Beginning at a point on the left or east bank of the Green River on the north township line of township 27 south, range 17½ east (partially surveyed), Salt Lake base and meridian:

thence easterly along the north township line through township 27 south, range 17½ east (partially surveyed), and township 27 south, range 18 east (partially surveyed), to the northeast corner of section 6, township 27 south, range 18 east (partially surveyed);

thence southerly along the east line of section 6 to the southeast corner of section 6, township 27 south, range 18 east (partially surveyed);

thence easterly along the north line of sections 8, 9, and 10 to the northeast corner of section 10, township 27 south, range 18 east (partially surveyed);

thence southerly along the east line of section 10 to the southeast corner of section 10, township 27 south, range 18 east (partially surveyed);

thence easterly along the north line of sections 14 and 13 to the northeast corner of section 13, township 27 south, range 18 east (partially surveyed);

thence continuing easterly along the north line of sections 18, 17, 16, and 15 to the northeast corner of section 15, township 27 south, range 19 east (partially surveyed);

thence southerly along the east line of sections 15 and 22 to the southeast corner of section 22, township 27 south, range 19 east (partially surveyed);

thence easterly along the north line of sections 26 and 25 to the northeast corner of section 25, township 27 south, range 19 east (partially surveyed);

thence continuing easterly along the north line of sections 30, 29, and 28 to the northeast corner of the west half of section 28, township 27 south, range 20 east;

thence southerly along the east line of the west half of sections 28 and 33 to the southeast corner of the west half of section 33, township 27 south, range 20 east;

thence continuing southerly along the east line of the west half of sections 4, 9, 16, and 21 to the southeast corner of the west half of section 21, township 28 south, range 20 east;

thence westerly along the south line of sections 21 and 20 to the southwest corner of section 20, township 28 south, range 20 east;

thence southerly along the east line of sections 30 and 31 to the southeast corner of section 31, township 28 south, range 20 east;

thence continuing southerly along the east line of sections 6 and 7 to the southeast corner of the north half of section 7, township 29 south, range 20 east;

thence westerly along the south line of the north half of section 7 to the southwest corner of the north half of section 7, township 29 south, range 19 east;

thence continuing westerly along the south line of the northeast quarter of section 12 to the southwest corner of the northeast quarter of section 12, township 29 south, range 19 east (partially surveyed);

thence southerly along the east line of the west half of sections 12, 13, and 24 to the southeast corner of the west half of section 24, township 29 south, range 19 east (partially surveyed);

thence westerly along the south line of section 24 to the southwest corner of section 24, township 29 south, range 19 east (partially surveyed);

thence southerly along the east line of sections 26 and 35 to the southeast corner of section 35, township 29 south, range 19 east (partially surveyed);

thence easterly along the south line of township 29 south, range 19 east, to the east line of the west half of section 36, township 29½ south, range 19 east (partially surveyed);

thence southerly along the east line of the west half of section 36 to the southeast corner of the west half of section 36, township 29½ south, range 19 east (partially surveyed);

thence continuing southerly along the east line of the west half of section 1 to the southeast corner of the northwest quarter of section 1, township 30 south, range 19 east (partially surveyed);

thence easterly along the north line of the southeast quarter of section 1 to the northeast corner of the southeast quarter of section 1, township 30 south, range 19 east (partially surveyed);

thence southerly along the east line of section 1 to the southeast corner of section 1, township 30 south, range 19 east (partially surveyed);

thence easterly along the north line of section 7 to the northeast corner of section 7, township 30 south, range 20 east;

thence southerly along the east line of section 7 to the southeast corner of section 7, township 30 south, range 20 east;

thence easterly along the north line of section 17 to the northeast corner of section 17, township 30 south, range 20 east;

thence southerly along the east line of section 17 to the southeast corner of section 17, township 30 south, range 20 east;

thence easterly along the north line of sections 21 and 22 to the northeast corner of section 22, township 30 south, range 20 east;

thence southerly along the east line of sections 22, 27, and 34 to the southeast corner of section 34, township 30 south, range 20 east;

thence easterly along the south line of township 30 south, range 20 east, to the east line of section 34, township 30½ south, range 20 east (partially surveyed);

thence southerly along the east line of section 34 to the southeast corner of section 34, township 30½ south, range 20 east (partially surveyed);

thence continuing southerly along the east line of sections 3, 10, 15, 22, 27, and 34 to the southeast corner of section 34, township 31 south, range 20 east (partially surveyed);

thence continuing southerly along the east line of sections 3, 10, and 15 to the southeast corner of section 15, township 32 south, range 20 east (partially surveyed);

thence westerly along the south line of sections 15, 16, 17, and 18 to the southwest corner of section 18, township 32 south, range 20 east (partially surveyed);

thence northerly along the west line of section 18 to the northwest corner of section 18, township 32 south, range 20 east (partially surveyed);

thence westerly along the south line of section 12 to the southwest corner of section 12, township 32 south, range 19 east (partially surveyed);

thence northerly along the west line of sections 12 and 1 to the northwest corner of section 1, township 32 south, range 19 east (partially surveyed);

thence westerly along the south line of section 35 to the southwest corner of section 35, township 31 south, range 19 east (partially surveyed);

thence northerly along the west line of sections 35 and 26 to the northwest corner of section 26, township 31 south, range 19 east (partially surveyed);

thence westerly along the south line of sections 22, 21, 20, and 19 to the southwest corner of section 19, township 31 south, range 19 east (partially surveyed);

thence continuing westerly along the south line of sections 24, 23, 22, 21, 20, and 19 to the southwest corner of section 19, township 31 south, range 18 east (partially surveyed);

thence continuing westerly along the south line of sections 24, 23, and 22 to the southwest corner of the east half of section 22, township 31 south, range 17 east (partially surveyed);

thence northerly along the west line of the east half of section 22 to the northwest corner of the east half of section 22, township 31 south, range 17 east (partially surveyed);

thence westerly along the south line of section 15 to the southwest corner of section 15, township 31 south, range 17 east (partially surveyed);

thence northerly along the west line of sections 15, 10, and 3 to the northwest corner of section 3, township 31 south, range 17 east (partially surveyed);
thence easterly along the north line of sections 3, 2, and 1 to the northeast corner of section 1, township 31 south, range 17 east (partially surveyed);

thence continuing easterly along the north line of section 6 to the northeast corner of section 6, township 31 south, range 18 east (partially surveyed);

thence north through partially surveyed township 30½ south, range 18 east, to the north line of partially surveyed township 30½ south, range 18 east;

thence easterly along the north line of partially surveyed township 30½ south, range 18 east, to the southwest corner of section 34, township 30 south, range 18 east (partially surveyed);

thence northerly along the west line of sections 34 and 27 to the northwest corner of section 27, township 30 south, range 18 east (partially surveyed);

thence easterly along the north line of section 27 to the northeast corner of section 27, township 30 south, range 18 east (partially surveyed);

thence northerly along the west line of sections 23, 14, 11, and 2 to the northwest corner of section 2, township 30 south, range 18 east (partially surveyed);

thence continuing northerly along the west line of section 35 to the northwest corner of section 35, township 29 south, range 18 east (partially surveyed);

thence westerly along the south line of section 27 to the southwest corner of section 27, township 29 south, range 18 east (partially surveyed);

thence northerly along the west line of sections 27 and 22 to the northwest corner of section 22, township 29 south, range 18 east (partially surveyed);

thence westerly along the south line of section 16 to the southwest corner of section 16, township 29 south, range 18 east (partially surveyed);

thence northerly along the west line of sections 16 and 9 to the northwest corner of section 9, township 29 south, range 18 east (partially surveyed);

thence westerly along the south line of section 5 to the southwest corner of section 5, township 29 south, range 18 east (partially surveyed);

thence northerly along the west line of section 5 to the northwest corner of section 5, township 29 south, range 18 east (partially surveyed);

thence continuing northerly along the west line of section 32 to the northwest corner of section 32, township 28½ south, range 18 east (partially surveyed);

thence westerly along the south line of section 30 to the southwest corner of section 30, township 28½ south, range 18 east (partially surveyed);

thence northerly along the west line of sections 30 and 19 to the northwest corner of the south half of section 19, township 28½ south, range 18 east (partially surveyed);

thence westerly along the south line of the north half of sections 24 and 23 to the southwest corner of the northeast quarter of section 23, township 28 south, range 17 east (partially surveyed);

thence northerly along the west line of the northeast quarter of section 23 and the west line of the southeast quarter of section 14 to the northwest corner of the southeast quarter of section 14, township 28 south, range 17 east (partially surveyed);

thence westerly along the south line of the north half of sections 14 and 15 to the southwest corner of the north half of section 15, township 28 south, range 17 east (partially surveyed);

thence northerly along the west line of sections 15, 10, and 3 to the northwest corner of section 3, township 28 south, range 17 east (partially surveyed);

thence continuing northerly along the west line of sections 34, 27, 22, and 15 to the northwest corner of the south half of section 15, township 27 south, range 17 east (partially surveyed);

thence easterly along the north line of the south half of sections 15 and 14 to the northeast corner of the south half of section 14, township 27 south, range 17 east (partially surveyed);

thence northerly along the west line of sections 13, 12, and 1, township 27 south, range 17 east (partially surveyed), to the right or west bank of the Green River;

thence northerly across the Green River to the point of beginning, containing approximately 258,600 acres.

Senator Moss. The reports of the National Park Service, Department of the Interior as well as the reports of the Budget Bureau, the Department of Agriculture, and the Federal Power Commission will be printed in the record at this point.

(The reports referred to are as follows:)

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 23, 1963.

Hon. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR SENATOR JACKSON: Your committee has requested a report on S. 27, a bill to provide for establishment of the Canyonlands National Park in the State of Utah, and for other purposes.

We strongly recommend that this bill be enacted, if amended as suggested below.

S. 27 would establish an area of 257,000 acres along the Green and Colorado Rivers in southeastern Utah as the Canyonlands National Park. Within this described area, the Secretary of the Interior would be authorized to acquire lands and interests therein by such means as he may deem to be in the public interest, including exchange for federally owned property of the same classification in Utah and adjacent States. The Secretary would be required to complete administrative action on such transfers within 30 days of enactment of the legislation. Provision is made for acceptance or payment of cash to equalize the values of lands exchanged.

Transfer of administrative jurisdiction over federally owned lands within the park to the jurisdiction of the Secretary would be accomplished without consideration, and lands subject to reclamation or power withdrawals would be freed from such withdrawals.

The bill would permit the holder of grazing privileges on Federal lands within the park to renew or extend such privileges. No grazing privilege would extend beyond 25 years from the date of approval of the bill, except where the holder is the person who held the privilege on the date of approval, or where he is the heir, successor, or assign of such person and a member of such person's immediate family on that date.

Under the bill the mining and mineral leasing laws would continue to apply to lands within the park, subject to general regulation by the Secretary, for a period expiring 25 years from the date of enactment.

Authority is provided for the acquisition of land for and the construction of entrance roads to the park from U.S. Route 160 and State Routes 24 and 95, including related administrative headquarters sites.

The confluence area of the Green and Colorado Rivers in southeastern Utah unqualifiedly merits preservation as a national park. Within this area are three distinct scenic divisions separated by these two deep-canyon rivers. These are the areas northward, westward, and southeastward from the confluence. The rugged landscape in the areas contain a profusion of impressive red rock canyons, sandstone spires, arches, and other erosive features that may well be of worldwide significance.

The boundaries proposed in S. 27 differ from those suggested by the Department during the 87th Congress, which aggregated about 330,000 acres. In the main, these differences consist of a deletion of land west of the two rivers and portions along the south and north boundaries. We have carefully reviewed these newly proposed boundaries in the light of our proposed development plans for the area and, equally important, in the light of our desire to include within the boundaries of the national park the best and most representative features of the area. A careful appraisal, based on all the considerations that must be taken into account in such matters, has convinced the Department that the boundaries proposed in S. 27, while minimum, are consistent with national park requirements.

Lands within the recommended boundary are predominantly public domain. The remainder are State owned, which we would anticipate acquiring through exchange. S. 27 would require administrative action necessary to consummate such exchanges to be completed by the Secretary within 30 days. In view of the administrative determinations and procedures necessary to effect an exchange including agreement on land values and the amount of any equalizing payments, the requirement in S. 27 would appear unrealistic. We, therefore, recommend that the bill be amended to delete this requirement and to remove the reference to "the same classification," which is ambiguous. This can be accomplished as follows:

On page 9, lines 10 to 14, delete "the same classification and the Secretary shall take administrative action to complete transfer on any lands in a proper application by the State of Utah on or before the expiration of thirty days following the date of enactment of this Act" and substitute "approximately equal value:".

We believe that section 4 of the bill should be amended to provide that during the 25-year period set out in the bill only minerals can be patented. We recommend, therefore, that the following be substituted for section 4:

"Sec. 4. Within the Canyonlands National Park all mineral deposits of the classes and kinds now subject to location, entry, and patent under the mining laws of the United States, exclusive of the land containing them, and minerals subject to leasing under the mineral leasing laws of the United States shall, for a period ending 25 years following the date of approval of this Act, be subject to exploration and disposal under such laws, with right of occupation and use of so much of the surface of the land as may be required for all purposes reasonably incident to the mining or removal of the minerals: *Provided*, That the term of any lease that is granted during such 25 year period may continue thereafter in accordance with the applicable provisions of mineral leasing laws: *Provided further*, That the Secretary of the Interior may prescribe such general regulations for the control of these activities as he deems necessary to preserve the scenic, scientific, and recreational values of the area. The provisions of the Act of July 31, 1947 (61 Stat. 681), as amended, shall have no application within the Canyonlands National Park."

This provision would permit a reasonable period during which valuable mineral deposits may be removed, while providing a statutory basis for minimal protection of park values during such period.

Enactment of this legislation, if amended as herein proposed, would make possible the realization of an outstanding national park opportunity. For that reason we strongly recommend that S. 27, if amended as suggested, be enacted.

We are unable at this time to predict the exact expenditures which would be required to accomplish all of the objectives of S. 27. Our best available estimates are included in the enclosed man-years and cost data statement as required by the act of July 25, 1956 (70 Stat. 652; 5 U.S.C. 642a).

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.

Estimated additional man-years of civilian employment and expenditures for the 1st 5 years of proposed new or expanded programs

| | 19— calendar year | 19— calendar year+1 | 19— calendar year+2 | 19— calendar year+3 | 19— calendar year+4 |
|---|-------------------------|---------------------------|---------------------------|---------------------------|---------------------------|
| Estimated additional man-years of civilian employment: | | | | | |
| Executive direction: | | | | | |
| Superintendent..... | 1 | 1 | 1 | 1 | 1 |
| Administrative assistant..... | 1 | 1 | 1 | 1 | 1 |
| Clerical and stenographic..... | 1 | 2 | 2 | 2 | 2 |
| Total, executive direction..... | 3 | 4 | 4 | 4 | 4 |
| Substantive: | | | | | |
| Chief ranger..... | 1 | 1 | 1 | 1 | 1 |
| Rangers..... | 1 | 3 | 6 | 10 | 11 |
| Chief park naturalist..... | | 1 | 1 | 1 | 1 |
| Naturalist..... | | 1 | 2 | 3 | 3 |
| Engineer..... | | 1 | 1 | 1 | 1 |
| Landscape architect..... | | 1 | 1 | 1 | 1 |
| Laborers and craftsmen..... | 2 | 5 | 7 | 9 | 12 |
| Total, substantive..... | 4 | 12 | 19 | 26 | 30 |
| Total, estimated additional man-years of civilian employment..... | 7 | 16 | 23 | 30 | 34 |
| Estimated additional expenditures: | | | | | |
| Personal services..... | \$44,500 | \$94,500 | \$127,500 | \$162,000 | \$181,000 |
| All other..... | 300,000 | 1,050,000 | 1,200,000 | 1,600,000 | 1,100,000 |
| Total, estimated additional expenditures..... | 344,500 | 1,144,500 | 1,327,500 | 1,762,000 | 1,281,000 |
| Estimated obligations: ¹ | | | | | |
| Development..... | 1,267,500 | 797,200 | 1,887,200 | 880,500 | 1,082,200 |
| Operations (management, protection and maintenance)..... | 83,000 | 170,000 | 270,000 | 330,000 | 390,000 |
| Total..... | 1,350,500 | 967,200 | 2,157,200 | 1,210,500 | 1,472,200 |

¹No costs involved in acquiring lands within the park boundary.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 24, 1963.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to the committee's request for the views of the Bureau of the Budget on S. 27, a bill "to provide for establishment of the Canyonlands National Park in the State of Utah, and for other purposes."

The report which the Secretary of the Interior is submitting describes the characteristics of the area proposed for inclusion in the national park system and recommends certain amendments. In addition, the report of the Secretary of Agriculture proposes two revisions with respect to the construction and management of approach roads.

The Federal Power Commission, in its report, refers to the potential power value involved in the area and to the effect which the enactment of S. 27 would have on the present authority of the Commission.

The Bureau of the Budget would have no objection to the enactment of S. 27 if amended as suggested by the Secretaries of Agriculture and the Interior.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 24, 1963.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate.

DEAR MR. CHAIRMAN: This is in response to your request of March 15, 1963, for a report on S. 27, a bill "to provide for the establishment of the Canyonlands National Park in the State of Utah, and for other purposes."

This Department would have no objection to the enactment of S. 27 if it is amended as hereinafter recommended.

This bill would authorize the establishment of some 257,000 acres of land near the confluence of the Colorado and Green Rivers in San Juan County, Utah, as the Canyonlands National Park. It would authorize the Secretary of the Interior to acquire lands and interests in lands within the established boundary. Continuation of livestock grazing and mining under regulations of the Secretary of the Interior with provisions for their eventual termination would be authorized. Section 5 of the bill would authorize the Secretary of the Interior to provide suitable access roads to the proposed park and to certain facilities and services required in the operation and administration of the park.

The area which would be established as the Canyonlands National Park is in remote and generally inaccessible country. The southerly part of the area is 7 miles north of the Abajo Mountain division of the Manti-LaSal National Forest. Because of this geographical location and the topographical conditions, the connecting road to provide access to the park from State Route 95, as provided in section 5 of the bill, would almost certainly cross national forest lands. The connecting road between the southern part of the park area and U.S. Highway 160 might also cross national forest lands.

A connecting access highway to State Route 95 would likely traverse about 30 miles of national forest lands. Because of the rough topography in the area, this route would of necessity follow the location of present national forest roads and a proposed national forest recreation way. Construction and administration of a park approach road through this area would materially affect use and management of the national forest. Commercial transport of timber, livestock, or minerals normally is not permitted on park access roads and use of such roads by hunters carrying firearms is limited. In rough topography such as in this area, crossing of access roads to other portions of the national forest might be quite limited and use of the park access road might be necessary for extended lengths to assure protection of the national forest and adequate utilization of its resources. There are many attractive scenic and recreation areas in the adjacent national forest lands which would be developed and made accessible for the enjoyment of the visiting public and would complement the scenic and recreation features within the proposed park. Recreation use along the access road would

need to be fully coordinated with recreation use and development in the adjoining national forest areas.

We believe that this needed correlation of road use and resource development and utilization could be most effectively and economically accomplished if the proposed park access road from State Route 95 northward through the national forest were administered by the Secretary of Agriculture. In this way the road could fully serve both the national park and the national forest, with appropriate administrative provisions for correlation so that the objectives of both of these areas would be properly met. National forest road policies protect scenic and esthetic values and we believe fully meet the objectives of the bill for appropriate access to the park.

We therefore recommend amendment of the bill to (1) provide for joint study and planning of the location and specifications of those portions of park entrance roads, and of necessary entrance and related headquarters sites, within national forest boundaries; and (2) provide for administration of the park access road from State Route 95 through the national forest by the Secretary of Agriculture. This can be accomplished in the following manner:

1. Page 12, line 14, change the period to a colon and insert "Provided, the locations and specifications of any portion of entrance roads, including necessary entrance and related administrative headquarters sites, within national forests shall be jointly determined by the Secretary of Agriculture and the Secretary of the Interior".

2. Page 13, line 9, change the period to a colon and insert "Provided, That any access highway from State Route 95 through the Manti-LaSal National Forest to the Canyonlands National Park shall upon completion be administered by the Secretary of Agriculture as a recreational and scenic highway but with provision for such other uses as he may determine compatible therewith and with due regard for its function as an access route to the Canyonlands National Park."

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

Sincerely yours,

ORVILLE L. FREEMAN, *Secretary.*

FEDERAL POWER COMMISSION REPORT ON S. 27, 88TH CONGRESS

(A bill to provide for establishment of the Canyonlands National Park in the State of Utah, and for other purposes)

Included within the boundaries of the proposed Canyonlands National Park would be certain reaches of the Green and Colorado Rivers in Utah embracing lands withdrawn for powersite purposes, having an undeveloped hydraulic head of about 245 feet between the backwater of Lake Powell and the town of Moab, with most of the fall being within the proposed boundaries of the park.¹ No up-to-date study of how this head could best be utilized for future power development has been made, but it is clear that there is a potential power value involved.

Part I of the Federal Power Act, among other things, authorizes the Federal Power Commission to license the development by non-Federal interests of hydroelectric resources at powersites on "public lands and reservations of the United States." However, section 3(2) of the power act, which defines the term "reservations," specifically excludes "national monuments or national parks" from those land areas subject to the licensing provisions of the act. Also, section 2 of the bill specifically provides that "any lands within the boundaries of the park which are subject to Bureau of Reclamation or Federal Power Commission withdrawals are hereby freed and exonerated from any such withdrawal." This language could be construed to free or exonerate only those lands withdrawn for power purposes under the provisions in section 24 of the Federal Power Act. Although we construe this provision to vacate or rescind all reservations or withdrawals previously made for power purposes regardless of the authority under which they were effected, we believe that any possible ambiguity on this point should be clarified.

¹ Since they are largely defined by purported subdivisions of unsurveyed lands, the boundaries are rather difficult to determine accurately, but it appears that they would include the reach of the Green River lying south of the Grand County line; the reach of the Colorado River from a point some 8 miles downstream from the Grand County line to their confluence, and that reach of the Colorado River extending some 12 miles downstream therefrom lands between the 2 rivers south of Grand County line and adjacent lands west of the Green River and east of the Colorado River and adjacent to the Colorado River below the confluence.

If this legislation were enacted the Federal Power Commission would not have authority to issue licenses affecting any powersites which would be within the Canyonlands National Park, nor would the Commission have any authority under section 24 of the power act over lands in the area previously withdrawn for power purposes. Any power development subsequently undertaken within the park would require express congressional approval.

FEDERAL POWER COMMISSION,
JOSEPH C. SWIDLER, *Chairman.*

Senator Moss. I might explain about the amendments that have been offered. After the introduction of the bill and after it has been printed, there were several discussions held about it. In January of this year I had a meeting with the Governor of the State of Utah in Salt Lake City, in which we discussed the provisions of the Canyonlands bill, this year's bill, at some length, and arrived at some conclusions.

But it was suggested at that meeting that perhaps we ought to have a further meeting at which the other members of the congressional delegation would be present. That suggestion was followed. On the 6th day of April in Salt Lake City three members of the delegation, Congressman Burton, Senator Bennett, and I, met with the Governor at the Governor's residence.

Congressman Lloyd was unable to be there because he had not been able to travel west at that time. At that meeting there was considerable discussion held about the bill and its provisions. And as a result there were some agreements entered into about possible further amendment of S. 27.

The two amendments that have been printed and which are now in the record embody the changes that were discussed at that meeting.

Primarily they are: That an area of the proposed park on the north and northeast amounting to about 20,000 acres be deleted from the park area; and that on the lower part, on the south and southeast, there be added about 19,500 acres of land, so that the size of the park would remain essentially the same, just slightly larger.

Also as a result of the discussion there was a second amendment, which amended the section of the bill, about the use of the roads in the park to make it entirely clear that those who have mineral deposits are able to develop mineral deposits, either liquid or solid, in the park pursuant to the terms of the bill will have the use of the roads for ingress and egress to the park and will be able to market their products, because mining will continue beyond the 25-year period if there is a mineral discovery within that period of time.

I wanted to explain briefly those amendments which are now pending before the committee.

The history of this bill is rather lengthy. It started out about 2 years ago. And the map that is the furthest to the rear of the hearing room indicates the various phases that we have gone through in considering the park proposal. That map will be made part of the committee files by reference, so that it may be studied by members of the committee.

(The map referred to will be found in the files of the committee.)

Senator Moss. The large orange outline encompassing the greatest area includes approximately a million acres, and is the area that was studied by the National Park Service for a national park in the Canyonlands area. The area that is included in the overhatching lines and the next largest outline is the Canyonlands Park as in the

bill introduced last year and on which extensive hearings were held both in Washington and in Utah, three different places in Utah.

The next smaller outline there, the one that is in purple color, is the Canyonlands area in the bill that was introduced this year (S. 27), reducing further the size of the park, taking out the Land of Standing Rocks and some of the area on the south and the north of the park as it existed in the bill of last year.

And then the final smallest figure represents the park with the lands eliminated by the latest amendment.

So this shows the evolution of the shape of the park.

I am very happy to have Senator Metcalf sitting with the committee this morning, because he traveled to Utah last year and participated in the hearings and made a personal examination of the park, flew over it in helicopters, and rode over it in jeeps.

I am not sure that Senator Simpson of Wyoming has had a chance to see this country, but he is a westerner, and knows this West, and he knows what he is talking about. And I am very happy to have him here.

This hearing has been set for a considerable time. It was set for early in this year, but it was put off until the 25th of April because of the agreement that the Governor and I reached in January or February that we would have a meeting of the Utah delegation before the public hearing. And that is the reason it went in late in the year. Last year we had very extensive hearings, and it seems to me we have developed the basic information about this area. We have had all kinds of groups testify.

We had the national conservation organizations and the departments testify here in Washington. In the hearings that were held in Utah we heard from the ranchers and the oil prospectors, the Mining Association, and just common citizens who lived in the area, or elsewhere in various parts of the State. The Utah State Department of Recreation and the Governor himself testified. And I think just about every interested group has had its say. And we have a full record of that. This year we hope to address ourselves to the changes that have been made to see if they are in accord with the testimony that we had last year. And if we can have that information developed before the committee, we should be prepared to act this year.

Of course, the history of this is that the Interior Committee did report a bill favorably to the Senate last year, and it was on the calendar of the Senate, but it was not acted upon because it was rather late in the session before it was reported and was on the floor. We hope that we don't have a similar experience this year, and that we can get it on that calendar early enough to get Senate action. And that is the reason I indicated that perhaps this hearing is a little bit late already. I want to include in the record at this point a letter which I have received this morning signed by Gus P. Backman, the secretary of the Salt Lake City Chamber of Commerce, to which is attached a memorandum prepared by the members of the livestock, mining, recreation and conservation committees of the chamber of commerce in which they comment on the bill, and in which the chamber of commerce makes its recommendation.

(The material referred to is as follows:)

SALT LAKE CITY CHAMBER OF COMMERCE,
Salt Lake City, Utah, April 23, 1963.

HON. FRANK E. MOSS,
Senate Office Building,
Washington, D.C.

DEAR SENATOR: At the regular meeting of the board of governors of the Salt Lake City Chamber of Commerce held this morning, the enclosed report was accepted as statement of policy of the Salt Lake City Chamber of Commerce with respect to the establishment of a Canyonlands National Park.

The three committees of the chamber of commerce, mining, livestock, and recreation and conservation, have made a very intensive study of the whole program and have called together, from time to time, groups of people from various parts of the State who are interested in all phases of the proposed development.

Due to the fact that we understand no one directly representing the State, other than the members of our congressional delegation, will be in attendance at the hearing, we would appreciate your presenting the position taken by the chamber as a result of the study.

We fully appreciate the fact that the opinion of the chamber and our committees is not in accordance with the discussions conducted by the members of our congressional delegation and Governor Clyde; but, nevertheless, we feel the opinion of the groups affiliated with us should be expressed.

This letter is being sent to all members of the Utah congressional delegation.

Sincerely,

GUS P. BACKMAN, *Secretary.*

APRIL 22, 1963.

Memo to Board of Governors, Salt Lake City Chamber of Commerce.

From: Members of the Livestock, Mining, Recreation, and Conservation Committee.

Your committee on Mining, Livestock, Recreation, and Conservation has met on several occasions to consider the so-called compromise bill to create a Canyonlands National Park. In considering the matter, the committee has sought the advice of attorneys specializing in mining and public land law and the advice of oil and gas people and have consulted with Max C. Gardner, director of the Utah State Land Board, and others who are familiar with the proposed park area and the many problems related to the creation of a national park. It is our studied opinion that the proposed bill S. 27 is lacking in certain important respects.

We are making and submitting for your consideration several recommendations. These recommendations indicate the particular deficiencies which we consider exist in the proposed Canyonlands National Park bill and what corrective measures appear necessary. The committee's recommendations are:

1. Appropriate amendments should be made to section 4 of the proposed bill to provide realistic and continuing preservation and protection of the multiple uses provided for in said bill. These amendments should be designed to accomplish the following purposes:

(a) Elimination of the 25-year limitation on multiple use. The history of exploration, development, and conservation of mineral deposits demonstrates that no realistic limitation can or should be made.

(b) That the general park regulations shall not be applicable to the proposed park and that special regulations should be promulgated which will assure to bona fide users, oil and gas and mineral prospectors and claimants the right of reasonable access to areas of interest, the right to use park roads and to construct new roads, the right to use motorized equipment and aircraft and such other means and methods as are normally employed on the public domain.

(c) That the power of the Secretary to prescribe regulations for and conditions of multiple use should be restricted by language clearly indicating that he has a duty to balance conflicting interests in a reasonable manner consistent with the expressed intent of Congress to protect the continuation of such activities in the park.

(d) That the Secretary of the Interior shall be without authority to make such withdrawal or withdrawals of any portion or portions of the lands included within the park boundaries as would in any manner restrict or eliminate the operation of the multiple-use provisions contained in the bill or any of them except withdrawals of limited areas necessary for administrative facilities.

2. We strongly urge that the provisions of section 5(b) of the proposed bill applying to roads be materially modified. The stipulated 125 acres per mile of

road constitutes a right-of-way approximately 1,000 feet wide which seems excessive. Each 100 miles of such roads outside the park area would tie up another 12,500 acres of public lands, "to be administered pursuant to such special regulations as the Secretary may promulgate in furtherance of the purposes of this section." We further urge that the regulations for such rights-of-way provide for multiple use to the same extent as is provided in the park area and further provide that other parties may cross the road rights-of-way with other roads and other facilities.

3. The area of land to be included in the proposed Canyonland National Park should be restricted to the minimum consistent with recreation needs, should include only those lands the dominant character of which is outstanding scenic value, and should not include land which is more valuable for other purposes.

4. It is our understanding that it is proposed to eliminate from the presently proposed boundaries of the park an area in the northeast portion which is of known mineral character, and substitute therefore an area of like acreage adjacent to the southeast portion of the park. This proposal is consistent with the desirable objectives outlined herein.

CONCLUSION

In conclusion, it is our position that the State of Utah is entitled to the full development, or the opportunity for the full development, of all of the natural resources in the State whether these resources are contained in the public lands or in State-owned lands. We, in this State, are keenly aware of the fact that about 70 percent of our lands are public lands and that our economy is necessarily dependent upon the fullest and broadest development of all of these lands. We also feel that the national interest will be best served by such development or opportunity for development.

Senator Moss. Also the paragraph of the Management Digest of the Utah Mining Association of April 10 of this year that has to do with the Canyonlands National Park will be made a part of the record at this point.

(The excerpt referred to is as follows:)

[Excerpt from Management Digest of the Utah Mining Association]

Canyonlands Park.—A hearing on Senator Moss' Canyonlands National Park bill will be held in Washington, D.C., as scheduled on April 25. There will be no delay as a result of a meeting held recently at the residence of Governor Clyde, at which general agreement was reached among Utah's congressional delegation and the Governor concerning general features of the proposed park.

At the meeting, Senator Moss agreed to discuss with Department of the Interior and National Park Service officials the possibility of deleting from the northeast portion of the park some areas of known mineralization and replacing them with other nonmineralized acreage. Congressman Lloyd, unable to attend the meeting, indicated in Washington that he would favor the bill if deletion of the mineralized areas were possible.

Senator Moss. We have with us this morning Senator Bennett, my senior colleague. He will be our first witness.

Senator Bennett.

STATEMENT OF HON. WALLACE F. BENNETT, U.S. SENATOR FROM THE STATE OF UTAH

Senator BENNETT. Mr. Chairman, when I prepared this material this morning I hadn't known that you would be the chairman, so when I referred to you in the third person you realize that it is for that reason.

I appreciate the privilege of appearing here this morning. Like every other citizen of Utah, I want to see a park developed in the Canyonlands area. As early as March 1961 my bill to develop the 72,000 acres of the Needles country as a recreation area was the first

introduced in Congress affecting what is now called Canyonlands. However, in appearing today, I have not come to testify on the bill before you.

Last year, during the committee's Canyonlands hearings, Senator Anderson, then chairman of the full committee, said to me privately that he thought there was no substantial disagreement on the bill which could not be resolved if men of good will could sit down together. Unfortunately, that did not happen in 1962, but this is another year.

We have made a beginning to this end. The chairman has commented already on his conversations with the Governor. And I had the feeling when I wrote this this morning that at least the meeting of April 6, the date of April 6, was the result of a conversation I had with the Governor.

However, there is enough credit to go around. And Utah's Gov. George D. Clyde, as the chairman has reported, invited all members of the Utah congressional delegation to meet with him in Salt Lake on April 6 to exchange ideas. Senator Moss and I were both there, together with Congressman Laurence Burton, in whose First District the Canyonlands area lies. I thought the meeting was very successful. We did not try to set definite boundaries or write definite amendments, but there was a full and free discussion of the features of the bill that might be amended with profit, and we did create an atmosphere of mutual cooperation in which specific agreements could be sought, both in Washington and in Utah.

What has happened since has been disappointing, but not necessarily disturbing. Congressman Burton and I remained in Utah for the Easter recess, and the Governor left the State early last week to attend the conference of western Governors. Only Senator Moss returned immediately to Washington, where—these next statements I am assuming—after some conferences with the Park Service, and I assume with some representatives of national outdoor associations interested in the park, he prepared some new amendments which he announced late last week and which bear the date of April 22, 3 days ago. I am glad that these amendments move in the direction of solutions suggested in our April 6 conference, but sorry that none of us had an opportunity to participate in the discussions which produced them. I am also sorry that they came so late that none of the interested groups in Utah have had time to study them before the hearings opened today.

I talked with Governor Clyde by telephone last night, minutes after his return from Arizona. He authorized me to say that he joins me in the request that after the presently scheduled witnesses have been heard, the hearings on S. 27 be recessed so that we may continue our search for a united position on the bill, and so that interested people in Utah will have the same privilege of being consulted, particularly about the new amendments, which has been extended to the national outdoor associations. If this can be done, I feel sure that there is a good chance that a program can be devised under which we can have both a great national park and the maximum practical development of the rich natural resources that underlie much of the area.

Because he is faced with a special session of the Utah Legislature, Governor Clyde expressed the hope that as much as 30 days may be

allowed for these conferences, but of course, I am sure all concerned will try to move as quickly as possible.

I still believe with Senator Anderson that if all interested parties can sit down—I should say continue to sit down, because I consider our first meeting very successful—we will move far to eliminate existing areas of disagreement and come back to the committee with united support for a program which most of the people of Utah will approve.

I am sure all of the people of Utah will be grateful to the committee if this recess can be granted, and I personally am grateful for the privilege of appearing before you today to present this idea.

Senator Moss. Thank you, Senator.

There may be a little bit of misunderstanding on the dates here. On the 17th of April every member of the congressional delegation and the Governor were furnished with a new map tracing the boundaries of the proposed amendment, and also discussing the other amendment about the use of the roads in the park area. So the time is not quite as narrow as you indicate.

Senator BENNETT. The Senator is correct. The Senator from Utah (Bennett) didn't return to his office until Monday for effective work. He had the map, but the description to back it up was not available at that time.

As soon as I got the map I called the Governor. He had left for the Governor's conference, and so, of course, had not seen it. I made a copy of mine and sent it to him. So in effect, because of these problems of communication, this information wasn't available quite that soon. The differences that lie between our dates is substantially a weekend. I have two printed copies of the amendments. They both bear the date of April 22, though my colleague is correct, we were furnished with advance informal information about the amendments, but with no practical opportunity to make any use for them, because they came to us just before the beginning of a weekend.

Senator Moss. I am sure that the Governor did not have the map as early as the 16th. But on the 16th day of April the Governor and I held a very lengthy telephone conversation in which I described to him the amendment, the sections that would be taken out, and the distances that would then exist between the old boundary and the new boundary on the northern end, and also the additions on the southern end. And at the conclusion of the telephone conversation I felt that the Governor understood and was in substantial agreement. And at that time I told him I would get an outline map to him as quickly as I could so that he could look at it on paper and see the difference.

But this is just a matter of time. The thing that worries me a little bit is that I thought, as the Senator indicated, that we had sat down and had a very open and frank discussion with all the press and television people there, and that we had come to some agreements, and that I came back to Washington as rapidly as I could to put those into effect.

And working with the National Park Service—I did not have a chance to work with the national organizations, conservation organizations, but with the Park Services—as rapidly as possible I tried to put into effect the things that I thought we had agreed to out there.

And I submit that television and the press thought we had agreed from the reports that they made at our meeting.

Senator BENNETT. The Senator will remember that no attempt was made to indicate boundaries or locations of the area to be deleted. We did not discuss that, though we drew lines with our fingers on the maps to indicate general areas.

I do not think we are in disagreement on the idea, and I think the Senator's amendment demonstrates that it is the feeling of the group that land should be taken out of the mineralized northeast area of the park. I think we need to look at the boundaries suggested by the Senator. He may remember that we expressed the hope that the Republicans could also go to the Department with him to discuss this problem. And, of course, I think it is fair to say that we did not come back as soon as he did. And this presented a problem. But we were not consulted, we did not get a chance to talk about this boundary, this new boundary, until after the Senator's amendments were introduced. This is not fatal. I think the way to handle the situation is to make it possible to have some more meetings where we can all get together informally to discuss these very important problems. And it is for that reason I am suggesting that the committee remain in recess or hold its record open so that if we can arrive at a more comprehensive agreement, we will have an opportunity to give the committee the benefit of that agreement.

Senator MOSS. I am reading from the Ogden Standard Examiner of April 6. Their reporter was there and was talking about changing the boundary. And it read:

After agreeing to the proposal, Senator Moss said he would present it to the Park Service people.

And then: "If it would help the cause, I would go with you to show we are united," said Senator Bennett. "Of course, if they see us walking together, they will all probably drop dead."

I thought the agreement was that I was to get to the park people and try to get the boundary done, and you said that if it would help any you would go with me. And since we were unable to do it while you were still in Utah, we never brought into play the second part of the offer.

Senator BENNETT. Well, the Senator will realize that neither I nor any of the other members of the delegation was ever consulted by phone or otherwise about the agreement or the discussion with the Department of the Interior as it developed. We received the news when we received the news of your proposed amendment.

But this can be nitpicking. I think the important thing now is, can we find the setup and opportunity to study these amendments and discover whether in our opinion there should be further changes in the boundaries recommended or whether we should as a group decide that this is the thing we should all support. And that is the reason I am suggesting the value of additional time in which to have some more meetings of the delegation, and other people in Utah who, as I point out, have not had a chance to study the proposed amendments.

Senator SIMPSON. Mr. Chairman.

Senator MOSS. Senator Simpson.

Senator SIMPSON. It seems to me that that is a reasonable proposal that the Senator has made. I have not had a chance to look into the

proposal of either Senator Bennett or his delegation, but there is no land involved, there is no expense involved, and there is no need to "act in haste, repent at leisure." And it seems to me that the way to resolve this is to hear the witnesses on this this morning. At least I as a member of the committee feel that the delegation should be given an opportunity to explore it further.

This is an important matter, and involves a great amount of acreage.

I am chary of injecting myself into the question of the quality of the land. I have not seen it, but I have flown over a portion of it. But it seems that we could resolve this now by going ahead with the witnesses and holding the windows open until such time as the Governor and the senior Senator and the members of the congressional delegation have some agreement. There is some disagreement between my two colleagues from Utah. And it seems to me that it would be better to hold it open until a subsequent date after hearing the witnesses today.

Senator Moss. Certainly I have no disposition to preclude anyone who wants to speak on this from speaking, except for the pressure of moving on and getting it on to the floor so that we won't be foreclosed again now as we were last year by getting it jammed up at the end. But I appreciate the comments of the Senator from Wyoming, and I am glad to have him come on this committee. He is a very able man.

Senator SIMPSON. One more word, Senator.

I feel as you do, and I want to resolve the question of any differences within the congressional delegation, so that when it does come on the floor it will be with a united front, so that it will be subject to an early passage. I just do that without an abundance of cause.

Senator Moss. Thank you.

Senator BENNETT. Mr. Chairman, I assume that the question of recess will probably have to be discussed by the full subcommittee.

Senator Moss. Yes.

Senator BENNETT. And I would appreciate knowing the decision of the subcommittee at the earliest possible time.

Senator Moss. The Senator from Montana.

Senator METCALF. I am delighted to have you back here before this subcommittee on what is to me a very important question, as Senator Moss said.

As you recall, it was about a year ago that this subcommittee was in Utah.

Senator BENNETT. That is right.

Senator METCALF. And you recall that we spent Easter Sunday in Salt Lake at the conclusion of the hearings and visited this Canyonlands. Senator Oren Long from Hawaii and I were tremendously impressed by our visit to Canyonlands. This spectacular area certainly should be a national park. It is one of the most ideal park sites that I have ever visited. Along with the Senator from Wyoming, we take great pride in our two great parks in our area, Yellowstone and Glazier.

At that time you will recall, Senator Bennett, that Senator Long and I felt that we were leaving out some of the outstanding parts of the park—Sixshooter Peaks and Ellaterite Butte, and so forth, that were pointed out to us as we came in on the plane, but the proposed boundaries left them out. I felt that we should probably have a little

larger area than Senator Moss' bill last year so as to include the Sixshooter Peaks and other features.

But I think it is so important to establish a national park here that I welcomed what Senator Moss told us, that you had all gotten together. I was a little bit reluctant to get back into these hearings until you told me that a compromise had been reached. I am as disappointed as you are with the situation that has developed.

But you are not returning to the 72,000 acres?

Senator BENNETT. No; I just tried to claim a little credit for having an early interest in the area. This original bill of mine was to set just the Needles area up as a recreation area. As far as I know, it was the first bill introduced in the Congress affecting any development in this very lovely area.

Senator METCALF. As Senator Moss outlined, these bills evolved.

Senator BENNETT. That is right.

Senator METCALF. It is sort of like a pleading, you put the first one in, and after some demurers, and motions to strike, you finally come up with something to go into your lawsuit with.

Well, some of the important parts of the area that I recall are Chesler Park, Upheaval Dome, Grandview Park, Standing Rock Basin, Angel Arch, you would include all those?

Senator BENNETT. The area which is known to have mineral value runs across the northeast corner of the park. So Upheaval Dome, that is all in the northwest corner. Chesler Park is south of the confluence of the canyons. We are talking only about land north of the confluence, except that Senator Moss introduced an amendment to add some land down—is it the southeast corner of the park?

Senator Moss. Southeast.

Senator BENNETT. And there is no argument about that.

Senator METCALF. I am in somewhat agreement with you, Senator Bennett, when you said in these clippings Senator Moss provided me with, that if it would help the cause, and a certain amount of acreage was involved, we could add it in the southeast corner.

Senator BENNETT. That is right.

Senator METCALF. But it doesn't seem to me to be so important to have a certain number of acres as to have certain spectacular areas included.

Senator BENNETT. There are certain values involved. In my opinion, there is the value of the spectacular areas and there is the value of the mineral resources.

Now, if we can work out the happiest compromise on that, we would like to do it. Senator Moss' bill provides that there is a 25-year period for phasing out the exploration of minerals. And the Governor and I, and I think Congressman Burton, agreed that we would support that. But we feel that there is a certain area where there is no question about the mineralization, where we know there are minerals, and we feel that should come out, as much of that should come out as possible.

Senator METCALF. As I understand it, Senator Moss has taken that land out.

Senator BENNETT. He has taken some of it out. But the remaining question is where that line should be drawn.

Senator METCALF. And so what we are talking about, or what you are going to be talking about in the next 30 days, is how much more if any should be taken out of that northeast corner.

Senator BENNETT. And where the line should be drawn, what kind of boundary should be set up.

Senator METCALF. But we are agreed that these other areas that I named, and some of the others, the Needles country, Druid Arch, and so forth, all should be included?

Senator BENNETT. Everything south of the confluence—we have have raised no question about anything south of the confluence.

Senator METCALF. So you really are substantially in agreement except for just where the boundary line should be drawn in this mineralized area?

Senator BENNETT. How big that area should be and how much acres should be taken out of the northeast corner and where the boundary should be drawn.

Senator METCALF. I am not quite as disappointed as I was awhile ago.

Senator BENNETT. I think also, Senator, that we would like to review with Senator Moss the language of his proposed amendment to protect the rights of people to access. There isn't any question or any disagreement as to the intent of both of us. But I think that language might be reviewed.

For instance, if they could develop a substantial oilfield, you have got to have the right to put in a gathering system and the right to have a pipeline.

Senator METCALF. I would want to be very sure that we reserved that right of access, too. And I would want to have both of you feel that the bill would preserve it, and be sure in my own mind as to that privilege.

Senator BENNETT. I think the only thing that remains to be resolved is the delineation of the area that we described roughly as being in the northeast corner which can be removed without destroying the essential scenic value of the park.

Senator METCALF. I was concerned when you testified this morning that you were going to move back in toward that 70,000 acres.

Senator BENNETT. This was just a little reminder to the committee that I have had an interest in this area for a long time.

Senator METCALF. I wonder if I may put a few of these clippings in the record, Mr. Chairman.

Senator Moss. Without objection you may do so. They will appear at the end of Senator Bennett's testimony.

Senator METCALF. I am so much impressed by this area that I want it to be part of the national park system.

Senator BENNETT. I appreciate the opportunity you have given me to clarify some misunderstandings.

Senator Moss. Any further questions.

Senator SIMPSON. Just one question.

In your statement you refer to the school lands, some 36,000 acres. Has that been resolved in the amendment?

Senator BENNETT. Senator Moss wrote into his bill a proposal intended to solve that problem. I think this probably should be discussed with the Utah Land Board to see if we can make any change in the land that might make the solution surer. But there isn't any question about the intent of the bill to solve the school land problem.

Senator SIMPSON. Thank you.

Senator Moss. The bill, Senator Simpson, requires the Secretary of the Interior to take administrative action within 30 days after the bill becomes law to exchange the land, in an effort to make sure that this was done quickly.

Now, in the interim I have written to the Utah State Land Board and to the Bureau of Land Management, Director of the Bureau of Land Management, as well as the Secretary of the Interior, recommending that steps be taken now in anticipation of this bill becoming law to do the basic paperwork, as it were, so that it is all out and ready to go. That is what the provision is now. And whether or not there should be some further amendment on that I don't know. The suggestion has been made, of course, that we just as part of the bill legislatively assign to the State of Utah a certain amount of land outside in exchange for that inside. But this has not found support in any of the Departments. And so we are proceeding on the regular exchange procedure.

We in Utah have a great many school sections that have been preempted by the Federal Government for one reason or another. And we are entitled to land in exchange in lieu of those sections. And we have not been able to get all of them, in fact we are quite deficient.

However, there has been a tremendous move, maybe not tremendous, but at least a very heartening move to get this done in the last 3 years, whereas in 1958, 1959, and 1960 we didn't get any. We got 19,000 acres in 1961, 22,258 in 1962, and so far in 1963 we have got 47,000 acres exchange. So I am hoping that this is now moving along.

Senator BENNETT. For the record, my memory is that we have something like 600,000 acres that have not been exchanged. And I am very anxious, as I know Senator Moss is, to get language in this bill to prevent these 20,000 or 30,000 acres in the park from dropping into that 600,000 acre hole and staying there.

Senator SIMPSON. Mr. Chairman, in reading the Secretary's letter to the committee I take it that he takes exception to the requirement of that 30-day period, and not only that, but with respect to the language on the value. So you do have a hassle as to who is to determine the quality of valuation with respect to exchange of land.

Senator Moss. Yes. In fact, I deliberately wrote into the bill that the lands to be exchanged were the same general classification, because this accords with the law as it now exists. If you get over into the equal value area, you get into the long drawn out difference, very often, difference between the State and the Federal Government, as to what is an equal value. If you are giving up copper land and taking in uranium land, how are you going to equal these values?

Senator SIMPSON. I am in agreement with the chairman on that.

I am wondering if you would resist the amendment on the use of the words "approximate value."

Senator Moss. I do resist that. I think it opens up a Pandora's box.

There appears to be no further questions. Thank you very much, Senator Bennett. We appreciate your testimony.

(The clippings presented by Senator Metcalf are as follows:)

[From the Deseret News, Salt Lake City, Apr. 6, 1963]

GOP LEADERS BACK CANYONLANDS BILL—UTAH UNITY DEPENDS ON CHANGES

(By Paul Swenson, Deseret News staff writer)

Utah's Republican Governor and Congressmen got together Saturday morning behind a proposed revised version of Democratic Senator Frank E. Moss' latest Canyon lands National Park bill.

In a breakfast meeting at the Governor's residence, both sides agreed to compromise in order to assure a united front:

(1) Gov. George D. Clyde, Representative Laurence J. Burton, and Senator Wallace F. Bennett agreed to support Senator Moss' bill if a slice of potentially rich mineral land could be cut from the northeast corner of the park.

TO ASK REVISION

(2) Senator Moss agreed to ask for approval of such a revision from National Park Service and U.S. Department of the Interior personnel.

(3) Governor Clyde and the two Republican Congressmen agreed to support the provisions in the Moss bill providing a phaseout of mineral exploration and production in the park after 25 years.

The proposed revision would remove the potential mineral land from the park and in exchange tack on a parcel of land on the southeastern boundary.

LLOYD DELAYED

Representative Sherman P. Lloyd, Republican of Utah, was delayed in Washington and was unable to attend the meeting, but Senator Moss and the Republican delegation agreed to contact him upon their return.

The plan is then for the entire Utah delegation to approach the Department of the Interior with one mutually acceptable proposal for the Department's approval.

"I think someone in the Department might drop dead if you and I came down there together," Senator Bennett chided Senator Moss. Both laughed.

SINGLE ROADBLOCK

Only apparent roadblock now between complete agreement of both sides is how much potential mineral land should be shaved from the proposed 253,000-acre park in Senator Moss' bill.

The Republican delegation at the meeting was prone to indicate a much larger portion of the map than Senator Moss in marking out proposed revision.

But the atmosphere was cordial and concilliatory and both sides appeared ready to meet halfway.

WOULD OPPOSE CUTS

Senator Moss said the National Park Service and other national agencies backing the current bill—American Forestry Association, National Wildlife Foundation, etc.—would oppose any further reduction in size of the park.

Governor Clyde and the Congressmen therefore agreed that a parcel of scenic land bordering current southeastern boundaries could be agreeable added to replace the mineral land.

Senator Moss pointed out that heavily hunted land on the park's southern border had already been shaved from the park to preserve hunting rights in that area.

VOICES WORRY

Although all present agreed to unit behind the provision allowing mineral exploration for a maximum of 25 years, Representative Burton was worried that the House of Representatives might oppose such a phaseout program.

Max C. Gardner, Utah State Land Board director, who also attended, said petroleum interests would be disappointed that exploration would not be allowed permanently, but might be mollified, if leases could be renewed during the 25-year period.

Senator Moss assured him that such a provision was part of the bill.

MINERALS INDICATED

Governor Clyde observed that studies had indicated potash and oil potential "good" in the northeastern section of the proposed park, and uranium potential "possible."

Senator Moss noted that Interior Department hearings on Canyonlands are scheduled April 25, but that he would attempt to obtain a postponement in order to allow time for the Utah delegation to draft their proposal.

[From the Standard Examiner, Ogden, Utah, Apr. 6, 1963]

COMPROMISE BRINGS ACCORD NEAR IN CANYONLANDS TALKS

SALT LAKE CITY.—Support of a Canyonlands Park bill by the entire Utah congressional delegation appeared likely following a meeting today with Gov. George D. Clyde.

Senator Frank S. Moss, Democrat, of Utah, agreed to a Republican-offered compromise that would delete known mineral areas from the present proposed park.

In return Senator Wallace F. Bennett, Republican, of Utah, and Representative Laurence J. Burton, Republican, of Utah, agreed to support a canyonlands bill introduced by Senator Moss.

The two Republicans also agreed to add to the park other areas without mineral or grazing value to offset those that would be deleted under the compromise.

LLOYD MISSING

The compromise came during an hour-and-a-half-long session at the Governor's mansion. Attending were Governor Clyde, Senator Bennett, Representative Burton. Utah's other Congressman, Sherman Lloyd was to have attended the meeting, but was detained in Washington by committee hearings.

Representative Lloyd in a telegram to the group, offered his support for a plan as the compromise worked out.

Both Utah Senators agreed to present the new compromise proposal to the National Park Service officials within the next week or so.

Working out the agreement for this joint visit to the National Park Service brought a chuckle from all at this morning's meeting which was marked by a high degree of comity and cooperation.

After agreeing to the proposal, Senator Moss said that he would present it to the Park Service people.

"If it would help the cause, I would go with you to show we are united," said Senator Bennett. "Of course if they see us walk in together, they'll all probably drop dead."

PEOPLE WANT IT

The Governor and all three of the members of the congressional delegation agreed that people want a park and that it should be established.

However, Representative Burton pointed out that a University of Utah study shows potash, oil, magnesium, and uranium-bearing strata in a large section in the northeast corner of the presently proposed park.

Senator Bennett pointed out that this particular area has no scenic value and said that he would be agreeable to excluding it from the park and if necessary adding some areas around the southeast corner, which all three agreed offered more spectacular scenery.

"The major areas the Park Service wants to develop would not suffer by taking out the mineral-bearing areas," Senator Bennett said.

Senator Moss said that he doesn't believe the boundaries of the presently proposed park are inviolate. He agreed to make an effort to see if "we can't trim some off the northeast corner."

[From the Herald, Provo, Utah, Apr. 6, 1963]

UTAHANS GIVE APPROVAL ON CANYONLAND

SALT LAKE CITY.—Utah's congressional delegation and Gov. George D. Clyde finally agreed Saturday on a Canyonlands National Parks proposal that they all will support.

The agreement was reached at a meeting this morning at the Governor's home. Senator Frank E. Moss, Democrat, of Utah, Senator Wallace F. Bennett, Republican, of Utah, and Representative Laurence Burton, Republican, of Utah attended.

The agreement was to back the park bill introduced in the current session by Moss, the State's only Democratic lawmaker—with certain revisions. These included a shift in boundaries of the proposed park to exclude a potentially rich mining area.

Representative Sherman P. Lloyd, Republican, of Utah, the fourth member of the Utah delegation, was unable to attend the meeting because of House hearings in Washington. He was expected to concur in the agreement.

The Republicans and Democrats also agreed to push for a 25-year phaseout of mineral exploration in the proposed park.

The boundary change would not alter the park size proposed by Moss—about 253,000 acres—since a section at the south end of the proposed park would replace the deleted section in the northeast, believed to be a potential mineral area.

Senator Moss agreed to ask for approval by the U.S. Forest Service and Interior Department of the proposed boundary change.

The congressional delegation plans—if Lloyd agrees to the compromise—to present the proposal in person to the Interior Department as a group.

From the Salt Lake City Tribune, Salt Lake City, Utah, Apr. 7, 1963]

UTAH LAWMAKERS UNITE ON CANYONLANDS PLAN—CONGRESSMEN CONFER IN SALT LAKE CITY AT GOVERNOR CLYDE'S RESIDENCE

(By Will Fehr, Tribune staff writer)

With Gov. George D. Clyde acting as matchmaker, Utah's congressional delegation was wedded Saturday to a unified approach for the creation of a Canyonlands National Park in southeastern Utah.

"The people of this State generally want a Canyonlands National Park," the Governor said.

"We have in this area a great scenic wonderland, but we also have a great industrial potential," he added. "Our problem is to discover what is the best way to make the most out of these resources."

The Governor sat down with Senator Wallace F. Bennett Republican, of Utah, Senator Frank E. Moss Democrat, of Utah, and Representative Laurence J. Burton Republican, of Utah, to develop a "united front" after a breakfast at his residence.

Representative Sherman P. Lloyd Republican, of Utah, was who scheduled to attend the meeting, sent the Governor a wire informing him that legislative matters in Washington, D.C., had prevented him from returning to the State.

Senator Moss said the park, which will be located south of Dead Horse Point State Park in San Juan County, has been reduced in size from an original proposal of 1 million acres to about 253,000 acres.

As far as the size of the park is concerned, he said, "we've about reached the irreducible minimum."

"We are down to the point where we are likely to lose a great deal of our national support if we reduce the size of the park any more," Senator Moss said.

He said the new park proposal, contained in a bill he has introduced (S. 27), excludes hunting in the park area but allows for mineral and grazing development during a 25-year phaseout period.

"This 25-year period will give us the time to explore the area for minerals," Senator Moss said.

He pointed out that national organizations have offered support for the phaseout concept, but are opposed to the idea of multiple-use development in the area.

Governor Clyde pointed out that in the northeastern area of the proposed park, studies have indicated possible sources of oil, mineral salts, and uranium.

Senator Bennett suggested this area be cut out of the park.

"We can take this area out," he said, "and if the total number of acres is important, we can readjust the acreage by adding other areas to the park."

Senator Moss said he did not believe the proposed park boundaries are "in-violate."

"I will certainly be glad to go to the park people and see if there isn't an area we can shear off," he said.

Senator Bennett and Representative Burton both agreed to join Senator Moss in discussing the park boundaries with park officials.

"Let's tell them what we want out and what we want in," Representative Burton said. "If they'll make concessions in the northeast, we'll make concessions in the southeast."

Governor Clyde agreed it would be wise to delete the known mineral areas from the park's boundaries and added that unspectacular areas also should be withdrawn.

The meeting ended with general agreement that the new stand would bring about establishment of the national park and still provide protection for the development of mineral resources in the area.

"I think we're closer now than we've been for a long time," Senator Bennett said.

Senator Moss said supporters of the present park bill include such groups as the American Conservation Association, American Forestry Association, the Izaak Walton League of America and the National Parks Association.

He said he believes the bill can be modified to include the areas discussed Saturday, but added that hunting would still have to be excluded from the park area.

"The national organizations are adamant against hunting," he said.

In other areas the congressional delegation agreed to work toward acceptance of the proposed North Sanpete water project and the Dixie project.

[From the Standard Examiner, Ogden, Utah, Apr. 7, 1962]

COMPROMISE BOOSTS CANYONLANDS PARK

SALT LAKE CITY.—Creation of a Canyonlands National Park acceptable to the majority of Utahans appears closer than at any time since the idea was born.

Utah's two Senators, Frank E. Moss and Wallace F. Bennett, sat down here Saturday and with the help of Representative Laurence J. Burton and Gov. George D. Clyde hammered out a compromise all four said they can support.

Key point in the compromise is deletion of a large area of potentially mineral-rich land in the northeast section of the park that would be created by a bill introduced by Senator Moss, only Democrat member of the Utah delegation.

While Senator Moss agreed to try to get the compromise written into his bill, he appeared still to have some reservations. His primary concern appeared to be a fear that reduction of the proposed park would lose it the support of other Senators and national organizations he says is necessary to get the bill through Congress.

OFFERS TRADE

To alleviate that concern, Senator Bennett and Representative Burton suggested replacing the acreage deleted with a like amount of land along the southeast border of the proposed national park. The area is in Representative Burton's district.

Representative Burton said the mineral-bearing land has no scenic value while there is "some marvelous scenery that could be included south and east of the park now proposed."

Senator Moss said the Interior Department probably would cancel its support of the bill if the size is reduced further.

WRITE THE LAW

"Let's get together and tell the Department what we want in the park and out of the park," suggested Senator Bennett. "After all, Congress still writes the laws."

"But Congress can't dictate to the Department," Senator Moss said.

If the delegation gives unified support to the compromise, it would mean each member would be giving a bit from previous stands. Senator Bennett and Representative Burton would back off somewhat from their insistence on multiple use being written into the bill.

This would be replaced by a provision for a phaseout of grazing and mineral development over a 25-year period.

BURTON CONCERNED

Representative Burton said his primary concern is that no resources important to the growth of Utah be locked away or made impossible for its people to develop. He feels this can be prevented by deleting from the park the areas in which mineral-bearing strata has been found.

Senator Moss agreed there is a need to promote development of the mineral resources wherever possible and said the boundaries of the park as now proposed "are not inviolate." The Senator said he will "go immediately to the Park Service people" and see if they will accept the compromise.

He accepted an offer from Senator Bennett and Representative Burton to accompany him to show "a solid, unified front."

[Editorial from the Deseret News, Salt Lake City, Utah, Apr. 7, 1963]

NOW LET'S MOVE ON CANYONLANDS

This is the year of decision and time's speeding on. So it was refreshing and heartening to all Utahans interested either in the glories of nature or the economic progress of the State to note the agreement reached Saturday by former opponents on the Canyonlands National Park issue.

Hopefully, this agreement provides the common ground upon which all Utahans can stand in pushing for congressional approval of the park this year.

The time certainly is right. National interest has been created by magnificent pictures in recent publications. Several organizations, including the National Parks Association, are crying for action. And by next year, if rumors prove true, Secretary of Interior Stewart Udall, one of the strongest advocates of a Canyonlands National Park, will be a candidate for the Senate. His successor may be far less interested in Canyonlands.

The potential of a park including the weird and beautiful erosion-sculptured stone wonderland of southeastern Utah is tremendous, particularly as transportation into the area is opened up.

That is coming in the near future. Already, half a million cars a year pass within an hour's drive of the proposed park, on U.S. Highways 160 and 50-6. When Interstate 70 is completed along the route of U.S. 50-6, the great bulk of traffic en route from the East or Midwest to the Las Vegas or southern California areas will pass close to the park.

Moreover, if legislation is finally approved to build a national scenic parkway linking Canyonlands to the Zion-Bryce-Grand Canyon area by way of Glen Canyon, it will open up what is beyond question one of the world's greatest scenic areas.

Utah cannot afford to have this great potential slip away unused.

The compromise worked out between Governor Clyde and Senator Bennett on one side and Senator Moss on the other seems entirely workable. It includes a park of about 250,000 acres in which traditional national park single-use policy would be followed, except that mineral and oil exploration could continue for another 25 years. Mines and wells developed during that time could continue to operate indefinitely.

To minimize such activities in the park, however, areas believed to be of potential value will remain outside the park. So will the area most used for grazing and deer hunting.

The result will be a park that includes all the features that are becoming so well-known and loved—Chesler Park, Virginia Park, Druid Arch, Angel Arch, Elephant Canyon, Upheaval Dome, the Needles, the Basin of Standing Rocks.

Tied together with the Dead Horse State Park to the north, it should protect and make accessible a veritable wonderland, both for the tourist who wants to see it from the air-conditioned comfort of his automobile and for the adventurer who wants to set out afoot into some of America's most stark, primitive wilderness.

Utah's leaders in Congress and the Statehouse deserve the State's thanks and commendations for putting aside partisan differences and uniting on this program. The same spirit of selfless unity will be necessary to put the bill through Congress at the earliest possible date.

[From the Herald, Logan, Utah, Apr. 7, 1963]

CANYONLANDS AGREEMENT IS ACHIEVED

SALT LAKE CITY.—Utah's congressional delegation and Gov. George D. Clyde finally agreed yesterday on a Canyonlands National Parks proposal that they all will support.

The agreement was reached at a meeting in the Governor's home. Senator Frank E. Moss, Democrat, of Utah, Senator Wallace F. Bennett, Republican, of Utah, and Representative Laurence Burton, Republican, of Utah, attended.

The agreement was to back the park bill introduced in the current session by Moss, the State's only Democratic lawmaker—with certain revisions. These included a shift in boundaries of the proposed park to exclude a potentially rich mining area.

Representative Sherman P. Lloyd, Republican, of Utah, the fourth member of the Utah delegation, was unable to attend the meeting because of House hearings in Washington. He was expected to concur in the agreement.

PHASEOUT SET

The Republicans and Democrats also agreed to push for a 25-year phaseout of mineral exploration in the proposed park.

The boundary change would not alter the park size proposed by Moss—about 253,000 acres—since a section at the south end of the proposed park would replace the deleted section in the northeast, believed to be a potential mineral area.

Senator Moss agreed to ask for approval by the U.S. Forest Service and Interior Department of the proposed boundary change.

The congressional delegation plans—if Lloyd agreed to the compromise—to present the proposal in person to the Interior Department as a group.

State Land Board Director Max C. Gardner also attended today's meeting.

[From the Deseret News, Salt Lake City, Utah, Apr. 9, 1963]

CANYONLANDS HEARINGS, APRIL 25, IN NATION'S CAPITAL

WASHINGTON.—Senate hearings on the proposed Canyonlands National Park will go ahead as scheduled April 25 in Washington, D.C., Senator Frank E. Moss, Democrat of Utah, said Tuesday.

Senator Moss, Gov. George D. Clyde and Senator Wallace F. Bennett, Republican of Utah, agreed Saturday to a bi-partisan cooperative approach to the park. Discussions with the Department of the Interior and the National Park Service on the bill had been expected to put off the hearings in Washington.

Senator Moss said he would talk with the Department and the NPS this week in an attempt to prevent any delay in starting any work on the park bill.

The chief details which will need Department agreement are boundary changes to eliminate possible rich lands in the northeastern corner of the park.

Comparable acreage on the southern boundary of the park probably will be added as compensation.

He emphasized that any State school lands lost because of the park withdrawal would be replaced by "lieu lands" selections.

He said the bill would retain a requirement that the Secretary of the Interior offer the State alternative lands within 30 days after enactment of the bill.

Senator Moss said the compromise bill would protect access to producing mineral areas within the park.

[From the Deseret News, Salt Lake City, Utah, Apr. 8, 1963]

LLOYD AGREES TO PARK BILL

WASHINGTON.—A spokesman for Representative Sherman P. Lloyd, Republican, of Utah, said Monday the Congressman would go along with agreements on a Canyonlands Park bill reached Saturday in Salt Lake City.

Representative Lloyd was unable to be in Utah for the meeting between Senator Frank E. Moss, Democrat, of Utah, Gov. George D. Clyde and Republican Senator Wallace F. Bennett and Representative Laurence J. Burton.

The three Republicans agreed to go along with a Moss park bill providing some potentially rich mineral land could be cut from the northeast corner.

[From the Herald Journal, Logan, Utah, Apr. 10, 1963]

NATIONAL PARK HEARING SLATED

WASHINGTON.—The Senate will conduct hearings on the proposed Canyonlands National Park on April 25 as previously scheduled, Senator Frank E. Moss, Democrat, of Utah, announced today.

The Senator, Gov. George D. Clyde, Senator Wallace F. Bennett, and Representative Laurence Burton agreed last week to a bipartisan approach to the park.

Moss said he would talk with the Interior Department and National Park Service on the proposed bill this week to prevent any delay in starting any work on the measure.

The chief details which will need departmental approval are boundary changes to eliminate possible potash-rich lands in the northeastern section of the proposed park.

[From the Deseret News, Salt Lake City, Utah, Apr. 18, 1963]

MOSS FORECASTS PASSAGE IN JULY OF CANYONLANDS NATIONAL PARK BILL

(By Gordon Eliot White, Deseret News Washington Bureau)

WASHINGTON.—Senate passage of a Canyonlands National Park bill by the Fourth of July was confidently predicted Wednesday by Senator Frank E. Moss, Democrat, of Utah. Senator Moss said he expected on obstructions to slow Senate action on the compromise park bill worked out with Governor George D. Clyde and Senator Wallace F. Bennett, Republican, of Utah.

Senator Moss said he had discussed a draft of the compromise bill with the Governor, and that the two had come to a tentative agreement, although the Governor had wanted to take more land out of the northeast corner of the park underlain by the Salt Wash geologic formation. The Salt Wash is the same rock which bears potash veins in the Cane Creek area, Senator Moss said.

BOUNDARY CHANGED

The bill worked out with the Park Service excludes 18,000 acres in the northeast and adds 19,000 acres on the southern boundary of the proposed park. According to Senator Moss the change was the largest the Park Service would accept without giving an unfavorable report on the bill.

Senate Interior Committee hearings on the Moss-Bennett-Clyde bill are set to begin April 25. Senator Moss said the Governor, the three other members of the Utah delegation here, Secretary of the Interior Stewart L. Udall, and Park Service officials would testify. He said he expected the session to be brief, and not to extend more than 1 day.

REPORT DUE

A committee report could be ready in 2 weeks, Senator Moss estimated. He is chairman of the subcommittee which will hold next Thursday's hearing, and will be in position to hurry the committee report.

If a report is out by mid-May, Senate floor action could come at any time. Normal delays, however, usually delay a vote on legislation for a few weeks after a committee report.

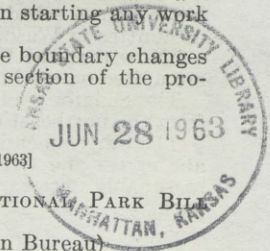
A spokesman for Senator Bennett indicated that an agreement on the details of the Park Service plans under the new bill would have to be worked out. He did not specifically object to the 18,000 acre exchange, but said he had expected more land to be transferred.

[From the Tribune, Salt Lake City, Utah, Apr. 19, 1963]

AMENDMENTS FOR UTAH UNITY—MOSS READIES CANYONLANDS BILL CHANGES

(By Frank Hewlett, Tribune Washington Bureau)

WASHINGTON, April 18.—Senator Frank E. Moss, Democrat, of Utah, Thursday said he will offer an amendment to his Canyonlands National Park bill which will cut some 18,000 acres from the northeast corner while adding 19,500 to the southern portion.



This would make the total park area 254,600 acres.

The Utah Democrat said he also would offer an amendment permitting mining interests to use park roads for their work after expiration of the 15-year phase-out period for minerals and oil-gas exploration work within the southeastern Utah park area.

"I believe the language of these two amendments will implement my suggestions agreed to by Gov. George D. Clyde, Senator Wallace F. Bennett, and Representative Laurence Burton during our recent conference in Salt Lake City," said Senator Moss.

"Copies have been mailed to them for study prior to the public hearing on the bill which is scheduled to be conducted before the Interior Public Lands Subcommittee in Washington on April 25.

"Now that the Utah members of Congress and the Utah State administration are united on the bill, I am most optimistic that the Senate will enact it soon."

The Senator explained the first amendment would remove 28 sections of land from the northeast corner and add 30½ sections to the southern border.

The other amendment, the Senator explained, guarantees the "right of ingress and egress and the use of roads within the park and outside of the park where reasonably necessary for production and marketing of minerals from within the park."

Senator Moss. Congressman Burton, would you care to testify now?

STATEMENT OF HON. LAURENCE J. BURTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH

Mr. BURTON. I did not intend to testify this morning, but if the committee will indulge it, I would like to make a brief statement on this this morning.

Senator Moss. You may do so. Go right ahead.

Mr. BURTON. As I say, I did not intend to testify on this proposal, and I will not testify, but I would like to express my interest in this area and in this park.

As near as I can tell—and as the chairman knows, no one in Utah is interested in blocking so-called Canyonlands Park—charges of obstructionism at this point I think are nonsense. We had a meeting on April 6, as the chairman, I think, has quite accurately reported, in which we agreed to agree. And I want to say for the record that I know the chairman acted in very good faith when he came back here to confer with Park Service people in presenting this new proposal for us.

But I would also like to say that it was my understanding that we would hold a meeting this week, the four of us from Utah, with the Park Service people to work out the details of some general agreement that we reached out there. And as I recall, I informed the chairman at the April 6 meeting when I would be back—and I said it would be the weekend of April 22—and that I would be available for the meeting with the other three members of the delegation and the Park Service people sometime this week.

Now, as the chairman, I am sure, will recollect, one of the specific geographical points that was under discussion when was that we might get the Park Service people and others to agree to move the northern boundary from the neck south to this point here [indicating on map]. I can't show it on the record, because it doesn't have a name. I have consulted with the Park Service, and I find it doesn't have a name. But you can see that the canyons come together.

Senator MOSS. That big flat part is called Gray's Pasture.

Mr. BURTON. It would be the area immediately south of that where the two canyons come together.

Senator METCALF. The confluence of the rivers.

Mr. BURTON. No; this is not the confluence, but a place where two ravines cut into this plateau.

And the chairman reported to us at that time—and I know accurately, that the Park Service people, aside from the scenic overlook that they have here from the neck, were interested in the narrow part as a control point for people who would come into this area, they would be able to control their access. We raised the question then, I wonder if we could get them to consider this second "neck" as a control point. Having been to both places, the outlook, in my judgment, from here over to the canyon is approximately equal to that from the neck.

And also you will see that it gives them a place in there where they could also control the traffic and the incoming visitors. And this area here is still part of the mineralized area, this Gray's Pasture, and this part of the "island in the sky" is mineralized. And in driving across it you get the feeling of going over a wide prairie. And it is a flat area that I think contributes—this as such contributes nothing to the scenic values. We are going to consider, then, too, the possibility in lieu thereof, that if acreage was important there is a beautiful place down here called Lavender Canyon. This is approximately—

Senator SIMPSON. May I interrupt just a moment. When you point that out, try to designate it, designate it by the direction as well as the name. I think it is important.

Mr. BURTON. Yes, sir. If we can get this section deleted—and some of the Moss proposals at the present time have deleted this area, which I think is fine—this is along the northeast corner of the park and the north border. And as the Senator has reported, some 18 sections have been deleted here along the north border, northeast corner. And we are considering talking with the people about dropping the border down below the neck, below Gray's Pasture to this narrow area there.

In return—

Senator SIMPSON. Would the Congressman tell us the name of the confluence of these two canyons?

Mr. BURTON. Senator, the only way I can is to say that the two canyons come together before Gray's Pasture. I am informed by the park people that this area here has no name.

There is an area down here—and this is in the southeast corner of the proposed park—known as Lavender Canyon, Lavender Creek, which could be added, I think, with some salutary effects.

We also discussed the area of the land of Standing Rocks, or the Maze, which areas are now largely deleted from the park, which could also be added as compensating land for this Gray's Pasture area.

The chairman knows and has reported to all concerned that by adding these areas right here—and that is along the southern border, southeastern corner—we will probably encounter some opposition from our fish and game people.

Senator SIMPSON. That map you are referring to is another map. Whose map is that? Are you referring to the gray shaded area in the southern part?

Mr. BURTON. Yes, sir. This is a map, I think, prepared at Senator Moss direction. The blue area was the former proposal. This border area here outlined in red is the area that the Senator has now included in his amendments. And some of this area included within the red area is places where there are deer herds, and some of the people are concerned about that.

I would just like the committee to know that I have no particular fight, as a matter of fact, I have no fight with the proposal for a Canyonlands area. And as a matter of fact, you might say that Upheaval Dome and Grandview Point, the Needles country, and Druid Arch are physical constituents of mine, and I think should be preserved.

I think the senior Senator from Utah pointed out the dilemma that all of us from Utah face, and that is, we have a double-barreled problem here; we have some resource values in the area, some mineral values in the area, that we desire to protect consistent with the permanent protection of some of these beautiful scenic and scientific areas that ought to be preserved and I think will be preserved.

Senator SIMPSON. Congressman Burton, are you in accord with the proposal of the Secretary of the Interior to terminate the 25-year period?

Mr. BURTON. No; I am not in accord with that. I would like to see the Senator's proposal maintained which would give us a 25-year period of exploration. And I will work for this. This is one of the areas that we agreed on in Utah. And I think we are all in agreement on that subject.

So what I am saying today, gentlemen, is that I would like to have another meeting with the four members of our delegation and consult with the Governor. I would like to continue exploring the possibility of excluding the Gray's Pasture area, which is a mineral area, and possibly excluding some of the deer hunting country that has been added by the Senator's amendments along the southern border and the southeastern corner, and in lieu of that, looking toward the addition of Lavender Creek at the southeast corner and possibly additions in the land of Standing Rock in the Maze area along the western borders of the park.

And I would also like the record to show that my other colleague from Utah, Congressman Lloyd, from the Second District, joins me generally in this position, and joins with Senator Bennett and with the Governor in requesting that an extension be granted so that we might all confer and agree as near as possible on the details and the general problems that we face.

I would also like to say that I know in proposing this extension that I am dealing with men of good faith, and this is not meant in any way to be an obstructionist proposal. I will meet tonight, tomorrow, Saturday, or any time that we can, but I think that there are certain basic unresolved details that are of concern to people in Utah.

I would like to report to the chairman and the committee also that subsequent to our April 6 meeting I held a meeting in Monticello, which is in San Juan County, which county embraces all of the proposed park area, and the members of the county commission expressed to me the thought that we had sort of played like Napoleon with the map of Europe at our meeting and carved up certain areas

without consultation with them. I am aware of the fact that this committee held hearings there a year ago, and I am also aware of the fact that the Governor invited a member or representative of San Juan County a year ago to participate on his study group and his committee. But at least they have the feeling now that perhaps we have made agreements and settled on certain things and they weren't consulted, and they would like to be consulted. And I was unaware that this proposal had been made at the time, and I told them that I knew that Senator Moss and I and the rest of us certainly want to consult with them before they finalized anything. And this is another thing that I think that we need to do.

I have taken longer than I anticipated. And Senator Moss, I thank you for the opportunity to be here.

I would like the record to show that the House went into session at 11 o'clock to consider the feed grains bill. I would like to stay and hear the other witnesses, but I must leave to attend to other business.

Senator Moss. Thank you, Congressman Burton. We are happy to have you come. We wish you could stay.

We have apparently some differences still on boundaries. And if so, this committee, of course, is the one that finally has to decide what kind of bill to report. And we can consult forever unless we get down to cases. And we may have to have some amendments introduced, which may either be accepted or rejected by the committee, on the boundary question.

Senator Jordan.

Senator JORDAN. Mr. Chairman, is there any need for haste in this thing? Is there any reason really why this can't go back for more consultation with these people out in Utah?

Senator Moss. As I pointed out at the beginning, this is a continuation of a proposal that has been before the committee now for about 3 years. Last year we had very extensive hearings not only here in Washington but out in Utah—in Monticello, in Moab, and in Salt Lake City—to hear all the testimony about the area. And I feel that we have developed a good full record. The only point left is some discussion with boundaries now. And we did hold meetings in the State. I met with the Governor early this year, and as a result of that we had a second meeting where all of the delegation was supposed to be there—and Congressman Lloyd couldn't make it, but the others were all there—where we made some general agreements and tried to put those in effect in the amendments. And this is the time for hearing.

The only reason for hurry is that we would like to get the park created this year. Last year we reported it out of this Committee and got it on the floor, but it was so late in the session that we just didn't get anything done. And we might get caught in the same thing this year if we wait too long. There is an element of urgency, because of some destruction that goes on. And some of the testimony that was before this committee has clearly pointed out some destructive things that were being done in the area. And that is the need for getting it preserved and protected now if it is going to be a part.

The other factor, of course, is that this is a very remote area and hard to get into. It is going to require some road building, until we can get a park authorized and road building authorized it is going to remain locked up. And this is an important economic factor to my

state, as well as a great recreational and scenic factor to the whole country, to have this area made available.

But I certainly am not going to resist the request that the Governor or other members of the delegation have some time to put into the record any additional information or testimony that they would like to put in.

Thank you again, Congressman Burton.

Did Congressman Lloyd come over this morning?

Mr. BURTON. He was unable to be here.

And I thank the chairman very much.

Senator Moss. Thank you.

Our next witness is Max N. Edwards, Assistant to the Secretary and Legislative Counsel, Department of the Interior, who will testify at this point, accompanied by Mr. Frank E. Harrison and Mr. Joseph F. Caruthers.

**STATEMENT OF MAX N. EDWARDS, ASSISTANT SECRETARY AND
LEGISLATIVE COUNSEL, DEPARTMENT OF THE INTERIOR,
ACCOMPANIED BY FRANK E. HARRISON AND JOSEPH F.
CARUTHERS, NATIONAL PARK SERVICE**

Mr. EDWARDS. Mr. Chairman and members of the committee, I am very happy to appear here in behalf of the Department in support of S. 27. And the Secretary has asked me to express his regrets that he could not be here personally, because he has a deep and continuing conviction that this area should be set aside and established as a national park.

With the consent and permission of the chairman I would like to have my statement introduced rather than read it, and perhaps just summarize the contents.

Senator Moss. The prepared statement will be printed in the record. Then we would like to have your comments highlighting any part of it you would like to give.

(The statement referred to is as follows:)

**STATEMENT OF MAX N. EDWARDS, ASSISTANT TO THE SECRETARY AND LEGISLATIVE
COUNSEL, DEPARTMENT OF THE INTERIOR**

Mr. Chairman and members of the committee, I am happy to have the opportunity to appear before you today to give what assistance I can to this timely movement to establish the Canyonlands National Park in Utah.

First, a word about the need for considering this proposal. It is an undeniable fact that the present park and recreational opportunities in this country are shrinking in reverse proportion to the growing popular demand being placed on them. The influence of the population-leisure-travel complex since World War II has been sharply felt in our national and State parks, and to one degree or another in our city and county parks. In the beginning we labeled this a trend, but in the words of one of our park superintendents, "it soon became a stampede."

There has been no letup in the demands for outdoor recreation, nor is there any in sight. In this age of burgeoning population and urban sprawl, the rapid appropriation of open space each day removes more and more of our land from public recreation uses. The recent report of the Outdoor Recreation Resources Review Commission brought into sharp focus the problems of today, and presented, in broad terms, the challenge of tomorrow. The necessary action involves of course, all levels of government and all types of open space. There must be the playgrounds and spots of natural beauty in the cities and towns, county and State parks. There must be, as well, the recreational opportunities available on lands that have other uses as a primary function. Attainment of these objectives will in part meet the quantitative needs of the future. But for some 90

years the ultimate in qualitative outdoor recreation—the ultimate in refreshment of the spirit—has been in our national parks.

As we are all well aware, the proposal to establish a national park in the Canyonlands has become a matter of nationwide interest, discussion and concern. The interest generated in the last 2 years has several major stimuli. One is the outstanding record of the 87th Congress and of this administration in the cause of conservation. Never before in the history of our great country has so much been done in such a short space of time—and at a moment in our national progress when time is of the essence. A second stimulus is the national recognition that time now grows even shorter, and that this may be our last opportunity to set aside, for the benefit of our descendants, an area of such unspoiled magnificence, broad grandeur, and spiritual refreshment.

Canyonlands has all of the distinctive qualities of a great national park. Remote, varied and wild, it represents one last opportunity to bring into our national park system a land type found nowhere else in the world. It is our good fortune that the quality of the canyon country embraced by its proposed boundaries has remained essentially unspoiled. But it may not remain so for long. Its rugged character is no match for our improved technology in changing the face of the earth. Its remoteness will not protect it forever unless steps are taken to give it the dignity and status it so richly deserves—that of a national park.

The canyon country of southeastern Utah is a harsh land, and since the days of the Indian and the earliest explorers it has been a country seldom visited and little used. Locked between towering cliffs and cut by tortuous canyons, it has been a landscape viewed from a distance—a land to avoid, to bypass. It is not farmland. It has no merchantable timber. Its rivers, sunk far below the surrounding land surface, lead inexorably to roaring rapids. Its fantastic profusion of scenic features have been available, with difficulty and sometimes even with danger, to a tiny few. On most roadmaps it is terra incognita. In this fact, rests an opportunity that may never come again.

A word about what we think should be preserved, and then some thoughts on how it could best be done.

The Canyonlands region is a rather definite physiographic unit bounded by the bold highland that thrusts south toward the junction of the Green and Colorado Rivers, the rim of the Orange Cliffs on the east and west, and the Dark Canyon Plateau on the south. In the middle of this basin is the junction of the two rivers, where they flow deep in narrow canyons.

Between the rivers the land is sharply stairstepped. Sheer-walled canyons tributary to the river have eaten into the nearly level surface of the plateau and in one place two have come so close to meeting that only a 40-foot neck, joins the surface to the main upland mass with its southern extension, the Island in the Sky. From the rims of the island are many superb views down to the rivers, and from its tip, at Grandview Point, the entire sweep of the Canyonlands is seen.

In one arm of the Island in the Sky the core of Upheaval Dome displays eroded and contorted sediments pushed upward by a slat dome. Hundreds of feet below the rim a mezzanine surrounds the Island in the Sky and extends to the rim of the inner canyons. Its edge is crisply etched and scalloped, and below the inner rim lie basins, each different and visually exciting. Of these, Standing Rock Basin with its chocolate-colored slabs and pinnacles is best known.

Southeast of the rivers are the jumbled erosional forms of the Needles. In that region, below the skyline's Orange Cliffs, there are three major scenic subdivisions. The Needles proper are perhaps most fantastic—their spires and strangely bulging pillars unmistakable from afar. West and southwest of the Needles is an arc of parallel-walled sunken valleys, called the grabens, so geologically young that active faulting may still be going on. East of the Needles is the architecturally carved drainage of Salt Creek and its tributaries—bluff walls, sheer faces, twisting stream channels, arches, fins, and abundant evidence of prehistoric Indian occupation.

This, then, is the Canyonlands, combining many of the outstanding features of Zion, Bryce Canyon, and Grand Canyon National Parks—and all of it fully worthy of national park status. I strongly recommend that within this area there be established a Canyonlands National Park. There have been many suggestions as to the proper size of the area.

In the 87th Congress, we supported a proposal for a 330,000-acre area which included, in our opinion, the most significant and representative features of this fascinating region. We realize that in any proposal of this sort there are bound to be strong differences of opinion. The bill now before you represents an honest,

objective attempt to mediate the differences that exist and to resolve the inevitable conflicts.

Consideration should be given in assessing the present bill that some of the most magnificent and impressive rim overlooks are deleted from the northeast corner. These, in the judgment of many, are an integral part of the total Canyonlands complex, and without them, approach to the park from the north could, in time, be seriously impaired. From an administrative standpoint they are important to optimum protection and visitor use and enjoyment of the area. Final determination of the area to be protected fully rests with this committee and the Congress of the United States.

The Department's report recommends the construction of approach roads and judiciously located park roads within the area itself to make the inspirational values accessible for the people of our country. Careful development of roads, trails, and necessary visitor facilities will enhance the attraction of the area, and will also properly reserve parts of it in wilderness status.

As in all matters involving the conservation of our resources, the consideration of full economic development of the Canyonland country has been an important part of the discussions. It has been fully brought out, largely in testimony before this committee in the past, that there is real economic potential in the Canyonlands. The magnitude of that potential is difficult to assess, and is the subject of honest differences of opinion. Nevertheless, I believe that the solution has been found to allow adequate exploration and development of the region's mineral potential while under sufficient control to safeguard the paramount values of the area, and with a cutoff date for exploration that will allow the national park to outlive the nonconforming uses. Here, we can remove the golden eggs from under the goose, if we do it with care, without risk of killing the bird.

The limit on grazing tenure serves the same purpose, and similarly reduces any economic dislocation.

The economic study prepared by the University of Utah makes clear that the highest use of the Canyonlands, as a national park, would also have the most beneficial effect on the economy of the surrounding region. Tourism is a sound permanent base for the economy of a region so richly endowed by nature. Experience has shown that the establishment of any new national park is of great economic assistance to the surrounding area. Canyonlands would be no exception as the Utah University study has demonstrated.

One more word about intangible values of a Canyonlands National Park. A compelling attraction of the area is that the great vistas from the rim will introduce the park visitor to the area—and then he will easily be able to move down into the midst of highly varied scenery. This unique park will have a greater attraction for more people for a longer time than will most others. Let us, then, to provide immediate benefits for this generation—and a splendid heritage for future generations—establish the Canyonlands National Park now, before it is too late.

Mr. EDWARDS. I think we all recognize the tremendous pressures that the burgeoning population of this country is creating in our recreational areas, the national parks, and all outdoor areas. And I think that those members of this committee who have visited this area are well acquainted with the spectacular features that it has, which are unique and unparalleled, I think, in this country.

I was with this subcommittee last April when we visited the area, and while I have seen many other areas in this country, it has a unique and spectacular quality of its own.

I think that we should certainly heed the warning of the Outdoor Recreation Resources Review Commission, that by the year 2000, if we don't continue our pursuit of these areas, that we will be in bad shape.

And, of course, I think that in considering that proposition anyone should congratulate this committee and the last Congress for the impressive achievements that were made in authorizing Cape Cod, Padre Island, and Point Reyes. And I hope that Canyonlands will be among the achievements that are accomplished soon by this Congress.

Briefly, S. 27, introduced by Senator Moss, would establish a 257-acre national park in southeastern Utah. And I think that it might

be well to review just briefly what the landownership consists of, so that the members of the committee may be properly informed and may better face any questions that they might have for Mr. Harrison, Mr. Carruthers, or myself.

Within the proposed boundaries of Senator Moss' bill, the Federal ownership is 231,532 acres. There is just slightly over 27,000 acres of State land, and no private land within the area. Consequently, the cost of acquisition will be nothing or at the most what might be required to pay for State lands which could not be acquired by exchange.

So when you look at it, it is a real bargain in comparison to other authorizations with which this committee and the Congress have been faced.

I think it is also important to point out to this committee that in considering this bill no private residencies or employments will be disturbed because there are none.

With respect to section 3 of Senator Moss' bill, I think it should be pointed out to the committee that the holders of grazing leases, permits, or their heirs, or successors, or assigns, will be entitled to continue to hold or renew these permits for a period of 25 years.

However, in the case of an original holder of a permit, that is, one who has a permit at the time of the enactment of this bill, he or his heirs or assigns would be entitled to hold it for a period beyond the 25 years according to such terms and conditions as the Secretary of the Interior might prescribe.

The next section in S. 27, section 4, relates to the development of minerals and the provisions for mineralizing. I think that that is clear, in that it provides for a phaseout after a period of 25 years. But of course any rights which it accrued during that period would be continued.

Senator SIMPSON. May I ask Mr. Edwards a question, Mr. Chairman?

Senator Moss. You may.

Senator SIMPSON. Just for the purpose of information, according to section 3, the proviso says that no such privilege should be extended beyond the period ending 25 years from the date of approval of this act. Then below that it tells about, subject to the conditions the Secretary may prescribe, if (1) the holder is the person who held such privilege on the date of approval of this act, or (2) the holder is the heir. In either event it couldn't go beyond the 25-year period unless the Secretary so permitted.

Mr. EDWARDS. I think the Senator indicates that that is what was intended, that the Secretary would be permitted to extend it beyond the 25-year period.

Senator SIMPSON. But he would not have to?

Mr. EDWARDS. I think that he would have to; yes, sir. I think otherwise it would have been omitted from the bill.

Senator SIMPSON. The language doesn't spell it out, does it?

Mr. EDWARDS. Maybe not as clearly as you might wish yourself, but I think that it does clearly show an intention that anyone who is an original holder or heir of an original holder shall be extended the privilege beyond the 25-year period, and that certain conditions might be prescribed by the Secretary for holding that.

Senator SIMPSON. Would the Assistant Secretary object to spelling it out more specifically in the bill itself than it now is?

Mr. EDWARDS. No, sir.

Senator SIMPSON. Thank you.

Mr. EDWARDS. Now, the committee will note that on page 3 of the Secretary's report on the bill we have prescribed an amendment to section 4. And with respect to this amendment, and with respect to the questions which have been posed by the members of the Utah delegation, it would seem to me that there must be some terminal period for deciding what the extent of my activities are going to be, if this is going to be a national park. And I think, and the Department feels, that a 25-year period is reasonable.

Senator SIMPSON. Mr. Assistant Secretary, who would have the say as to the phaseout? Under the bill, as I read it, it is the Secretary of the Interior.

Now, the purpose of the Park Service is to do away with all inpark, inarea holdings, as rapidly as possible. We know that because it is not a multiple use matter. Does the Assistant Secretary include in this mineral exploration oil and gas?

Mr. EDWARDS. Yes, sir. With particular reference to oil and gas activity, I think the facts show that there is now one producing well near this area. And I think in the northeastern corner——

Senator MOSS. About 5 miles from the boundary of the amended park.

Mr. EDWARDS. And within the larger area which was encompassed by the legislation introduced in the last Congress, I am told that there have been 11 wells drilled, and they are all dry holes. Of course, the present bill which we are considering now would permit mining activity in that respect for a period of 25 years. And, of course, if there were producing wells at the end of the 25-year period, they would continue to produce. And I think that it should be understood that when Senator Bennett raised the question about gathering lines and tank batteries and things like that, while certain regulations might be made as to how they should be maintained, it must be understood, just as you have the right of ingress and egress, you have the right to maintain these facilities. So I don't think that that poses any particular problem.

With respect to locatable minerals, I think that anyone who would favor a national park would also favor that sometime you could say, there will no longer be any locations which would mar the beauty. And I think that a period of 25 years is long enough. Because I am reminded of the fact that in Death Valley now the Park Service is faced with the situation of having over 6,000 unpatented mining claims, where activities can be persistent, which here would be completely contrary to the highest use of the Canyonlands.

So without saying anymore, we do urge the enactment of S. 27.

Mr. Carruthers and Mr. Harrison and I will submit ourselves for further cross-examination.

Senator MOSS. The language of the bill is designed, and I hope accomplishes it, to permit continued exploration in the area for 25 years, either for locatable minerals or for oil and gas. At the end of that time there would be no further exploration permitted, but there will be continued production to exhaustion of any established wells or mines that are in existence at the end of the 25-year period.

Now, once you get exhaustion of those, then you will have only the single purposes with no further mineral activity at all in the park. Is that your understanding of what the bill accomplishes, the language of the bill, that at the end of 25 years no further exploration, but any discoveries after that time may be continued in production until they are exhausted?

Mr. EDWARDS. That is correct.

Senator MOSS. And after they are exhausted, there will be no further mineral activity permitted in the park?

Mr. EDWARDS. That is correct. And the reason for us suggesting that amendment is simply the feeling that it may clarify what you are wanting to accomplish, because we think and we are hopeful that the committee will agree, that mining activities should be limited to the acquisition of only so much of the surface as is necessary for the extraction of the minerals rather than outright patented.

Senator MOSS. I can understand that. I understand the concern that you might get patented pieces of land, in holdings, so that would be necessary for the Department to buy them out at a later time. Mining activity would have ceased, but they would still have a patent to the surface land.

Mr. EDWARDS. That is the problem, yes.

Senator MOSS. I agree with your amendment in that regard.

Senator JORDAN.

Senator JORDAN. Mr. Assistant Secretary, I am still concerned about this proposed amendment of the Department, on page 9, lines 10 and 14, where you wish to delete the qualification which I think is essential to the State of Utah to hold. And the vagary of the proposed amendment words "approximately equal value" sometimes to me to open the gate for all sorts of controversy on down the line. How do you propose to determine it? Who will be the determining factor, the Secretary of the Interior, a committee of appraisers, or what do you propose to do on that? I think it is too vague.

Mr. EDWARDS. Let me say this, Senator Simpson. I think it is the feeling of the people in the Bureau of Land Management, and I am inclined to agree with them, that there would be less controversy in trying to arrive at what are lands in a similar classification rather than to arrive at what may be an approximate value.

Senator SIMPSON. Then you are opposed to this contention?

Mr. EDWARDS. No.

Senator SIMPSON. That is my thinking, too. I wonder why you are persisting in the words "approximately equal value," which opens the floodgates to all sorts of controversy.

Mr. EDWARDS. Let me just say this, Senator, that it is confusing to us to properly interpret the language commending "the properties" on line 9. And I think it would be easier to arrive at what approximate values are rather than to arrive—

Senator SIMPSON. Who would arrive at it under theory? That is what I am trying to find out. Who is going to determine this approximately equal value? How are you going to get at it?

Mr. EDWARDS. I think the parties would arrive at what they agree to be approximate value.

Senator SIMPSON. It seems to me—I am inclined to disagree with you in respect to line 9, it seems to me that that is a good thing, and I think it is incorporated in many of these bills, which gives the State

an opportunity to put a lever upon the Department to do something about it. The other opens it up for such a long period of time to so much conjecture that I am fearful that you are borrowing trouble.

Mr. EDWARDS. Let me say this, Senator: The Department is certainly not opposed to anything which the committee feels would expedite arriving at some decision so that these deals can be consummated. But their question was posed, for example, with reference to the language which I just referred to. I don't think that it is clear as to whether or not the Secretary shall take administrative action or whether he is to complete the transfer within the 30-day period which is referred to.

In other words, it is not clear to me—and I am not wedded to the language “approximate equal value” either—but it is not clear to me whether this language would require the Secretary to commence action, or whether he would be required to consummate within the 30-day period.

Senator SIMPSON. It would appear to me that the language says—and I don't propose to get into a useless argument here with the Assistant Secretary on it, I don't want to quibble, and I know you don't—but the language there is to take action to complete it, not that he has to complete it within 30 days. Knowing the cumbersome methods of the Department and the Government, it is difficult to do that in a short length of time. So I imagine that the language as to the application of the State under the present provisions—which I agree with you has to immediately take action between the 30 days to then commence the completion—I think that is good language, and I am sticking for it. But if the chairman wants to rule us out in that regard, he may.

Mr. EDWARDS. Let me say this. We are certainly in favor of what the committee wants to expedite. And we are working on language which might be suggested, and we are trying to mold this into something which will be more cogent.

Senator MOSS. What I had hoped to be accomplished is to get this land classification underway now. In order to have the exchange of State lands and Federal lands promptly, they must be examined by the USGS, which classifies them as nonmineral or probable mineral, they have about three different classifications. And then they have to examine the in-lieu lands, the land that the State requests outside. And when the two match up, if they are classified as nonmineral in one place and nonmineral in the other, the only thing you do is match acres, and away you go, and nobody worries.

Now, that is not too difficult a thing to do, if they start right now. The State knows now which sections in there are the school sections. They have definite numbers in the townships. And they can be examined right away, and classifications could be made right away. And the state in turn, if these classifications are made, could say, well, we want to select this section and that section outside, and have USGS classify it. What I would hope the language would do is say that as soon as classifications were matched together, the selected lands could be clear listed to the State, and that is all there is to it.

Mr. EDWARDS. Mr. Jerry O'Callaghan, Assistant Director for the BLM just reminded me that the problem you get into is when you are trying to exchange lands which have a mineral content with lands which have a high mineral content. From a practical standpoint he

is much more acquainted with that than I am. But I would say again, the State directors have been told to act expeditiously on these applications for exchanges.

Senator Moss. But the USGS, they have certain standards, if lands are a certain mineral content, they have a classification; if they are higher, they get something else. And all we are asking is that they apply that principle in classifying for exchange.

Senator SIMPSON. I have great admiration for Jerry O'Callaghan's intelligence on this matter.

I can say to Mr. O'Callaghan and to the Assistant Secretary that I believe as the chairman points out, that they can classify them low, medium or high, and it would seem to me that that wouldn't constitute too great a difficulty in an instance like this.

Senator Moss. Thank you.

Are there any further questions, are anything that either Mr. Harrison or Mr. Carrithers has to add?

Senator SIMPSON. I have a question of Mr. Harrison.

I think someone promised to take me to Great Falls to see that area. You haven't done it yet.

Mr. HARRISON. We would like very much to take you, Senator Simpson. We are in touch with Mr. Watt, and any time it is convenient to you we would be glad to go.

Senator Moss. The promise is now on the record.

Senator SIMPSON. It is on the record.

Mr. EDWARDS. I would just like to say one further thing, Senator, and members of the committee, and that is in regard to the boundaries which have been proposed by S. 27 and the representations we made last year with regard to the bill introduced by the Senators, simply that we feel that the boundaries proposed in S. 27 are minimal, but that they are up to national park requirements, and that protecting some of the finest features could be achieved with these boundaries in S. 27.

However, I think that the committee should consider the fact that there are certain other features within the boundaries of last year's bill which might merit further consideration.

Senator Moss. Thank you. I appreciate that. And I probably should add for the record, I am not asking you to testify about the northeast boundary there, but I should testify that I spent a good deal of time with representatives of the National Park Service looking at a huge section map where we could see all of the features of the land and trying to fix a boundary line that we can draw that would preserve what the Park Service felt is essential to the park and what I came to agree was essential, in arriving at this amendment. And I have jeeped over and have flown over and walked over this area to the point that I think I have a pretty good visual recollection of the exact line that has been drawn now.

Thank you very much.

We have several other witnesses, and I am going to ask them to try to condense their testimony as much as possible. Their statements may be filed if they have them prepared. We will sit until 12:30, and at 12:30 we will have to recess for noon and then come back.

But we will get as far as we can in the next half hour.

The next witness is Mr. Spencer M. Smith, of the Citizens Committee on Natural Resources.

STATEMENT OF SPENCER M. SMITH, SECRETARY, CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. SMITH. I am Spencer M. Smith, Jr., secretary of the Citizens Committee on Natural Resources.

First of all, we want to commend you on your leadership in establishing this beautiful area as the Canyonlands National Park.

I am a little bit confused, and seldom have I been in this posture before a committee, but I really don't know quite what bill we are testifying on.

There are several reasons for this. I do want to correct Senator Bennett's testimony as far as our organization is concerned, because we had no knowledge of the amendments that had been offered this morning. Nor were we aware that Senator Bennett was not in agreement with us on the subject. We saw certain news release indicating that there had been agreements between the Utah delegation and the Governor. I was not aware that the agreement indicated by the news release had been repudiated. So I must specifically request that we be allowed to withhold our endorsement of the bill, Senator, for several reasons.

If you will recall, several weeks ago I wrote to you concerning the concern of some of the national organizations about the repeated reduction in size of the proposed Canyonlands National Park. At that time I said that some of our advocates of the park felt that the reduction in size had already gone too far. Now, from what I learn this morning we are going to be asked to approve an even further shift in boundary, and we hear that even a mineral rights agreement reported by the press is now being repudiated. I am consequently unable to testify for my organization until I know exactly what is involved. I find it necessary to withhold the kind of testimony that I was prepared to give.

This is very difficult for us, especially since we are such strong proponents of a Canyonlands National Park, as we have testified before and at great length.

The Senator has pointed out already that this has been before this body for approximately 3 years. We testified, I thought, exhaustively on the bill, and the prospective amendments last year. As it has been testified to, or mentioned before, we had hearings in the field. The thing that has caused many of us considerable concern—and we do not want to deal in an unseemly way with the people of Utah, or the people who have opportunity or access to area—but we are aware of the fact that the Federal Government now owns this land, and while we are concerned about the rights of the people of Utah, we are also concerned about the rights of all the people who are the owners of the property and have a serious interest there.

As far as the economic activities are concerned, this was gone into at great length as to their value, so that they might be compared with what park values are involved. Last year at the hearings, the Senator was a participant in the colloquy that took place at that time. I would like to quote very briefly from a section of the hearings, page 74, this was the hearings on S. 2387, which was the Senator's

bill last time. Mr. Wirth was being questioned regarding the production of oil:

Mr. WIRTH. Within the boundary, and I can read here this section of the—well, here is a tabulation. As I understand it, since 1950 there is only one well within the area that is producing, and that is the one that just came in on the edge, which I understand your amendment would take out, which is fine with us.

Senator MOSS. It would exclude it.

Mr. WIRTH. The other, some 10, are nonproducing. They have been drilled in various locations, but nothing has come out of them within the area.

There is some oil up above in adjacent areas, according to this economic report here. I would have to check it.

Senator MOSS. I do not think we would be too much concerned with the adjacent area because we have no control over the adjacent area. I would be primarily concerned with the producing wells within the boundary lines as described to us this morning for the Canyonlands National Park.

Your statement is there is one producing well, and you are excluding that?

Mr. WIRTH. Senator Moss, adjustments of the boundary line, which we support there, would mean that there would be none within the area.

Senator MOSS. I see here it makes note of the nonproducing wells. It only names 10 within a period of 10 or 15 years.

Mr. WIRTH. Yes.

Senator MOSS. They are all dry holes.

Mr. WIRTH. They are all dry holes.

Senator BIBLE. They have been drilled to the proper depth?

Mr. WIRTH. And pulled out.

Senator BIBLE. Pulled out completely.

Mr. SMITH. And on page 76, Mr. Bible had a colloquy with Mr. Wirth as follows:

Senator BIBLE. Over the period of the last 10 years or a longer period of time, whichever you choose to use to try to indicate whether this is a mineralized zone or a zone that is rich in oil or gas, has this particular area ever been a producer of anything in the mineral line or the oil and gas line over the period of the last 10, 15, 20, or 25 years? How much has it produced?

Mr. BARREL. It produced a very few tons of uranium which were last removed in 1957, I believe. I can find the tonnage for you.

Senator BIBLE. We can refer to this and make our analysis later on.

Mr. BARREL. To my knowledge, that is all, with the exception of one oil well.

Senator BIBLE. You are excluding the oil well, so I think it is not proper to be counted as a part of the mineral resources of this area.

All I am trying to do is to get a picture in my own mind of what type of mineral wealth we are talking about within the boundaries of Canyonlands National Park.

Senator MOSS. Mr. Barrel, this was very intensively prospected for uranium at one time, is that right, during the so-called uranium boom?

Mr. BARREL. It was, indeed; many hundreds of claims were staked there.

Senator MOSS. But the last production that you know of, I take it from your testimony, is in 1957?

Mr. BARREL. Yes, sir; and it was very little.

Senator MOSS. I see. All right.

Senator BIBLE. Has there ever been any gold production from this area?

Mr. BARREL. Not to my knowledge.

Senator BIBLE. Any silver?

Mr. BARREL. No other minerals, to my knowledge.

Senator BIBLE. Just this limited amount of uranium and the slight bit of potash?

Mr. BARREL. No potash removed from within the area.

Senator BIBLE. No potash removed from within the area?

Mr. BARREL. That is right.

Senator BIBLE. Is there any other type of wealth within this particular area, Mr. Wirth, other than mineral wealth?

Mr. WIRTH. There is a small amount of grazing.

Senator BIBLE. How many sheep and cattle graze within this area?

Mr. WIRTH. I have the exact figures here—I worked it all out last night. There were 18 horses, I know that—this is the number of cattle, there are 683 cattle, 6,436 sheep, 18 horses, total animal unit months, 11,865. Approximate revenue from leasing fees for the whole area, \$2,254.

Mr. SMITH. We do not pose as geologists, as experts on animal husbandry, or any of the other many special skills that one would have to be scientifically knowledgeable of to make a complete accurate statement, but we feel that the great amount of accord that is being given to the economic interest in this area, to the detriment of the very great amount of interest that recreational use would bring to the people of the United States, has certainly been, we think, too far on the side of the commercial interest.

Now, we have tried to be reasonable. As the Senator knows, the mining amendments caused us to squirm. But we have learned the hard way, sometimes not happily, that politics and policies, the art of possible, involves some compromises. We don't like any amendment very well. We think that 25 years of allowing exploration may be like a hunting license and may drag in people with the motivation that this is the last chance to explore the area. We would prefer a phaseout of all mineral activity within this time. As we read the bill, the grazing rights can be extended, it seems to me indefinitely, by the right of heirs to continue to inherit the grazing rights in this area. We weren't very happy about that.

Also the concept of parkways, which we would hope would be limited in number, as compared to the regular park roads; we weren't very happy about that.

Well, we realize that we can't have everything we want, but we do feel that there is some limitation as to how far we can go and still have a national park anywhere consistent with the standards of 1916.

Now, we are not blaming the Senator for this, because we know the problems that he has in trying to present a bill that has properly reflected the interest of his State and at the same time maintain a national park. And I must confess, Senator, we have done our very best to go just as far as we can. But with the terms of the amendments that we have before us at the present time I have got to withhold our support of this bill until we have an opportunity to digest the amendments and talk again to our people. I am saddened to do this, but I think it is the only possible position I can take. I have responsibility to my own organization. I am sure the Senator understands.

Senator MOSS. I do, Mr. Smith. And I appreciate your coming here today. As I have indicated earlier, I am going to request of the chairman of the subcommittee that we keep the record open.

Mr. SMITH. We will not require very much time, 2 or 3 days. I plan to do some of this today and tomorrow, as far as that is concerned.

Senator MOSS. You may have at least 10 days' time. If you wish to file a statement in that time, it may be part of the record. And there may be additional time given for others who may wish to file their statements.

I appreciate your coming, Mr. Smith.

Are there questions of Mr. Smith?

Senator JORDAN. I understand you are going to leave the record open. I should imagine that Senator Bennett might want to rebut some of the statements that have been made here. And I would want that privilege to be extended to Senator Bennett.

Senator MOSS. Yes. The purpose of holding the record open would be so that Senator Bennett and other members of the delegation may file additional statements, whatever they care to do.

Senator SIMPSON. What is the Citizens Committee on Natural Resources?

Mr. SMITH. The Citizens Committee on Natural Resources was organized in December 1954. It is a national conservation organization. And its primary function is legislative action. As you recall, Senator, the Supreme Court indicated that any group, no matter how worthy, that petitioned Congress for any purpose would have to register as lobbyists and as we didn't have as much money as some of our commercial competitors, there was no hope of us trying to repeal the law. So what we did was establish this organization as a legislative action organization, and file our lobbying registration.

Senator SIMPSON. I am not impugning your motive. I frankly didn't know. But I was wondering, where is the headquarters of this organization?

Mr. SMITH. Our headquarters is in Washington.

Senator SIMPSON. And is it composed of—what is your position?

Mr. SMITH. I am the secretary.

Senator SIMPSON. Did you testify at the hearings held a year ago?

Mr. SMITH. Yes, I did, sir.

Senator MOSS. Thank you very much, Mr. Smith. I appreciate your coming.

Mr. William Powell of the Independent Petroleum Association of America is our next witness.

STATEMENT OF WILLIAM I. POWELL, ATTORNEY ON BEHALF OF INDEPENDENT PETROLEUM ASSOCIATION OF AMERICA

Mr. POWELL. Mr. Chairman and members of the committee, my name is William I. Powell, and I appear here as attorney for the Independent Petroleum Association of America (IPAA). IPAA is composed of more than 6,000 independent producers of oil and gas with membership in every oil-producing area in the United States.

At the outset, we wish to express our desire to cooperate in the forming of the Canyonlands National Park. We firmly believe that the oil and gas industry can operate under the multiple-use doctrine within the boundaries of such a park without adversely affecting the scenic value of the park.

May I digress a moment at this point to comment on the statement Mr. Smith made regarding the production of oil in this area. He is quite correct, there is no production of oil in this area. However, that doesn't mean there will not be some some day.

Senator SIMPSON. May I inject this: The record discloses about one producing drillhole. Isn't that about the usual ratio?

Mr. POWELL. That is right, 1 in 10.

It wasn't 2 years ago that a very famous professor of geology in the State of Utah, one of the schools in the State of Utah, I will put it, made the statement that he would drink all the oil that was found in the Rocky Mountain area. So I would say that he would have a lot of trouble doing that this year. Last year it produced \$110 million worth of oil and gas, and States in the Rockies have done likewise. I want to emphasize the fact that because they haven't produced any, there isn't any there.

Based on past experience, we have every reason to believe that oil and gas activities within the proposed park would not diminish the park value of the area in any respect whatsoever.

For over 100 years, oilmen have been drilling wells in complete compatibility on lands that were being used for other purposes. The independent producer as well as the major oil companies during this period of time has successfully worked in harmony with the farmer, rancher, National Forest Service, private estates, Federal, county and city governments, to name only a few. This historical experience, plus many other considerations, convinces us that the industry is well qualified to operate under the multiple-use concept within the area of this proposed park.

It is our considered opinion that there is within the Canyonlands National Park area great potential for oil and gas discoveries in addition to those fields now existing within its proposed boundaries. It is our understanding that a major portion of the oil and gas production within the State of Utah comes from formations underlying the park area.

That doesn't mean that there is oil being produced, but with the type of formation that underlies this area, there is production in the State of Utah.

This Nation can ill afford to turn its back on this possibility, not to mention the more than \$150,000 it collects each year from oil and gas lease rentals in this area.

In reviewing the bill, we note that oil and gas leasing operations would be authorized for a period of 25 years beyond the date of enactment. There also seems to be little question as to whether or not a producing lease at the end of this period would be permitted to continue to produce. However, there is some question in our minds as to whether or not further drilling could be carried on on a producing lease at the end of the 25-year period.

That is to say, if you have a producing lease, the bill obviously will allow you to continue to produce it. But our question is this: Under new technical advancements in the oil industry such as we have today, through secondary recovery and stripping operations, they require what we call injection wells or secondary recovery wells. So I wish that the bill would be clarified to note that such wells could be drilled if necessary on a producing lease at the end of the 25-year period. That is not clear at this point.

Senator SIMPSON. Does the witness believe that the Department is constrained from leasing after it is established as a park?

Mr. POWELL. Yes, I would think it would be rather hard to get a lease even with this 25-year period. You might get the lease—I will cover that later in my testimony—but it would be difficult to comply with some of the regulations that might be put in the lease.

I will continue and then answer other questions.

We believe the bill should be amended to make clear that additional wells may be drilled on a lease which is producing commercially at the end of the 25-year period. Further, there is some question in our minds as to whether or not future oil and gas leases will be issued without undue burdens and special provisions which may make it virtually impossible to develop the lease. We would hope that the bill would be amended to make it clear that any future leases issued in this area would require only reasonable "protective" provisions in order that such leases would not in effect bar the independent operator from drilling within the park area.

We, therefore, recommend that any Canyonlands National Park legislation—let me reiterate again that we are not against the park, we hope it will be established—will contain the necessary language to meet the problems herein outlined and to authorize the issuance of oil and gas leases within the full multiple-use concept.

Thank you.

Senator Moss. Thank you, Mr. Powell. I think your suggestion that we might add language to make it clear that a producing lease may do such other things, such as drilling additional holes in order to complete production on the lease, I think that is a good one. And I will see if we can work that language out so that the committee can consider it. I think that is a good suggestion.

On the question of whether or not the Secretary might be unduly restrictive, I think you notice the language that he may prescribe general regulations for control of these activities—mining activities—as he deems necessary to preserve the scenic, scientific, and archeological values of this area.

Now, he has to have reason for his control, and that reason is to preserve these values named. I would think that, if he did what is unreasonable or capricious and beyond that point, he certainly would be subject to court mandamus to grant the right to drill, or whichever it was.

Mr. POWELL. I might state I agree with you, sir, but we don't know who the Secretary will be in 25 years from now. It might be quite reasonable. If we were able to prove scientific scenic, and archeological values, it might have a different meaning from what it has had. But I am sure, according to the language of the bill, that he will be reasonable, as is required.

Senator Moss. I would be glad to make a particular point of that, so that we have a legislative history which would indicate that the general intent of Congress is that the exploration be permitted to continue. And it is only in areas where it would appear that it is going to damage something within the part that you can require re-siting, or something of that sort.

I appreciate the testimony. But when we went through this bill last year we didn't have a phaseout period, and, because of the legislative necessities that were referred to by Mr. Smith, we have come to the phaseout period of 25 years on this one. Do you have questions?

Senator SIMPSON. Mr. Chairman, I am sure the witness recognizes that there is a duty upon this committee, and most of us from the west on the committee, to protect or stay from disposition of substantial researches. There is a disposition on some elements, such as the one represented by Mr. Smith, to sit out here on the east coast and tell us people out on the west coast what is good for us, and to cut up our lands as if we were some crown colony rather than a State of this great Nation. We are disposed to resist that type of thing, and we will continue to do so. And that is why we are insisting, under the new concept, of multiple use on these parks. And I for one will continue to insist on it regardless of the do-gooders who want to carve up Wyoming, and Colorado, or Utah and other States, for some scenic purpose, when they probably haven't been there to look at it and wouldn't in a hundred years.

Mr. POWELL. I couldn't agree with you more.

Senator Moss. Thank you, Mr. Powell. I appreciate your testimony.

Mr. Charles Eggert, from Barrytown. You may proceed.

STATEMENT OF CHARLES EGGERT, BARRYTOWN, N.Y.

Mr. EGGERT. Mr. Chairman and members of the committee, my name is Charles Eggert. My residence is at Barrytown, N.Y., and I am president of Charles Eggert Productions, Inc., a motion picture production company. I am here as a private citizen to state my impressions of the Canyonlands area, and I appreciate this opportunity to make certain recommendations because I have traveled extensively in that area. Canyonlands, though it lies in the great State of Utah, is a part of my heritage as a U.S. citizen. Its wealth in oil, minerals, and scenery is important to me, but, even more so, to our children—and theirs—who will inherit the earth. I feel it is my duty, as well as my privilege, to come here today armed with the knowledge I have of the area, in order that I might pass some of this on to you, trusting that you will, as you have in the past, act on this issue with unselfish devotion, consideration, and the generosity which is due those who follow us on this American earth, of which we are all so proud.

I am familiar with that area, having produced for the Department of the Interior, National Park Service, a documentary motion picture of Canyonlands titled "The Sculptured Earth," which had its premier showing in Salt Lake City on October 16, 1962. I hope all the members of this committee will have the opportunity to see that film, for it depicts, better than I possibly could in words, the scenic beauty which is there.

In producing this film, I spent a total of 28 days in the area: 3 days in the Grandview Point area and at the rim of Upheaval Dome; 3 days on the White Rim, which is the massive step below the high plateau of Grandview Point; 9 days on the west side of the Green River, in the country known as The Maze, Robber's Roost, The Fins, The Land of Standing Rocks, and The Doll House—country which was known to the Indians of Powell's time as "Toom'-pin wu-near' Tu-weap' "—and, above these places, on the high plateau, Panorama Point and The Big Ridge. Eleven days following were spent in the southwest section of the area, on Hatch Point, in the Needles Country, Chesler and Virginia parks, Imperial Valley, Devil's Pocket, and at the sites of many arches and Indian ruins in the Salt Creek and Horse Canyon areas. Regretfully, time did not allow going into Lavender Canyon where, I understand, many fine natural arches are to be found.

I spent several hours flying over the area and, to climax the experience, my wife and two boys, ages 9 and 16, joined me on a river trip from Mineral Canyon, in Labyrinth Canyon on the Green River, to the junction of the Green and Colorado, then down 3 miles into Cataract Canyon, thence back up the Colorado River to the boat landing near Moab, Utah.

From this, I am sure you will gather that I had more than a cursory look at the place. But no matter how much time one spends there, he could never feel satisfied he had seen it all. To see what I did see—our expedition used jeeps and boats, horses and mules, hands and feet, and one of the miracles of the experience was that, at my age, as we climbed cliffs and ropes, I found myself not huffing and puffing any-

more than my 17-year-old assistants. To have one's physical ego so set up, I am sure you gentlemen will agree, makes wilderness valuable, if for no other reason.

But there are many other reasons for making this country valuable aside from that of finding oneself not so old as he thought he was. Albert Einstein wrote:

The most beautiful and most profound emotion we can experience is the sensation of the mystical. It is the source of all true science. He to whom this emotion is a stranger, who can no longer wonder and stand rapt in awe, is as good as dead. To know that what is impenetrable to us really exists, manifesting itself as the highest wisdom and the most radiant beauty which our dull faculties can comprehend only in their most primitive forms—this knowledge, this feeling is at the center of true religiousness.

I certainly found the opportunity for the discovery of this mysticism, this religiousness, of which Einstein wrote, in the vastness of Canyonlands. It is in the minuteness of a grain of sand; it is in the massiveness of a thousand-foot-high butte. It is up every side canyon in The Maze and elsewhere. Under every arch and in every Indian ruin it is there as a profound silence which can be heard and which speaks of man and God. Around every bend there is a miracle. Here, as the sun rises and sweeps the billions of stars from the sky and sets afire the cliffs, you know that today will be as heroic as any of the world.

Here, as my youngest boy discovered in crynoid fossils which, once alive, grew in the beginnings of time, he could feel the presence of 350 million years. Here he found and ventured into places Indians discovered and live 12 centuries before him, and he sat and dreamed of the past surrounding him. On the banks of the river, he watched in measured time the changes being wrought on the crust of our earth. And on the high plateaus, where the overpowering result of that minute carving, crumbing, and washing away of rock, grain by grain, which shaped this land, he could understand the forces of the earth on which he lives, on which he depends, of which he is a part, and in which he plays a role. How can we qualify to understand the vastness of outer space which we are so arduously attempting to discover, or measure the length of infinite, until we can feel and understand the time and distance, and the labors of creation, on our own planet?

Who is it who has lain one night at the mouth of a rock-carved amphitheater two or three times the size of anything he'd ever been in, and looked up at the billion stars, and not thought of the immensity and profundity of this outer space undertaking? Who are we to look at the far side of the moon when we're hellbent on blotting out the nearest horizon?

We tinker with the atom, yet we little understand the grain of sand beneath our feet. It might be well to take heed of two tablets of red sandstone which are perched on a ridge high above the Green River, in Labyrinth Canyon, looking almost too much like the Tablets of Moses. Across the face of each are imprints of dinosaur tracks, looking as fresh as the fateful day they were made. Seeing them there, a thousand feet above you, is a sight as apocalyptic as any I've seen. And it is a sight we might well look upon with wonder, and for the varification of that inquiet feeling in which, with our fast-paced plunge into progress and conquering, there is something we might have forgotten along the way. The first lesson we learn from the wilderness

is to look back, to see where we came from. As we rush ever forward, it would pay us well to preserve these places where we can look back, in case we need to find a bit of knowledge we might have accidentally missed along the way into that bright new world. To place your footsteps beside that of a dinosaur of 200 million years ago, and to know that his species outlived yours, thus far, by some 150 million years, is a sobering and settling experience, gentlemen, and we are no longer so rich in our knowledge, nor our earth so large and untouched by our obliterations that we can afford to destroy these last opportunities to look back in places where mysticism and true religiousness can be found.

It may strike some that I am presumptuous, as a New Yorker, to come here and tell what I think ought to be done with a half-million acres in Utah. But from my frequent trips to that great State, I am beginning to wonder whether the good people there are suffering from the unfortunate condition of not being able to see the trees because of the forest. Utah is abundantly rich in many things: in mining and minerals, in industrial growth. It is a State vibrant and strong in its religious fervor, springing from a proud and inspirational past, and no place am I more moved in this regard than on Temple Square, in Salt Lake City, and in listening to that greatest of all singing groups, the Tabernacle Choir, and the great organ, whose massive pipes were hewn from the huge trees of Cedar Mountain and drawn by oxen that they might sound out to the glory of God in one of the most beautiful valleys in all America.

Above all, Utah is rich in scenery, and possesses a quantity, quality, and variety of it unsurpassed in any other State in the Union. It is a country which, in its natural condition, inspired men to the highest elevations, and gave strength to those valiant pioneers who pushed handcarts across the endless plains and lowered wagons down the steep cleft at Hole-in-the-Rock.

Yet every time I make a trip there, I find more of what caused this spiritual triumph torn up by bulldozers, smogged over by industrial wastes, or flooded under reservoir waters. Indeed, some of these destructions have their good reasons, yet I would say to my friends in Utah: Tread carefully and look hard and ponder long before the very thing you sought be destroyed by shortsighted visions.

And, if there be need to bring matters down to dollar values, then let me say that it seems to me tourism is Utah's greatest potential monetary asset. If you will coddle him a bit more the tourist will come there not to look at a copper smelter or to fish on a reservoir, but to find the sensation of the mystical of which Einstein wrote, to pit himself against nature, and feel elevation in his soul.

I have heard comparisons made between Canyonlands and the Grand Canyon. Though I know both, I wouldn't dare judge one better than the other anymore than I would judge Yosemite Falls better than Niagara. With over 88 million visitors to our national parks in 1962, more areas of national park caliber are definitely needed, and Canyonlands certainly qualifies as an outstanding addition to our great park system. And because of its topographical arrangement, in three gigantic steps, it is country which can be made accessible in degrees to satisfy all needs—from casual tourist to intrepid explorer. Like Grand Canyon, Canyonlands has vistas of magnificent splendor when looked upon from the high plateaus. Unlike Grand, it is country which can be gotten into, where it is intimate and understood.

Outstanding among the many areas within this 25-mile radius of the confluence of the Green and Colorado Rivers—and which has been left out of the latest boundary proposal, I understand—is the area west of the Green River: the Maze, Fins, Land of Standing Rocks, and above all, Panorama Point. From my observation, this is a great and terrible omission. Here is amazingly wonderful country, beautiful country with a historic and prehistoric past. In the Land of Standing Rocks, I discovered a natural bridge while looking through the telephoto lens of my camera, and there certainly must be many more which have not been discovered there. We didn't explore the Fins; nor has anybody else, as far as I know. Who knows what beauty is hidden there? The Doll House, so named by some early explorer because the pinnacled rocks reminded him of Kachina dolls, standing huddled together against the elements of wind and water, is the most outstanding group of rock formations I have ever seen. In exploring the Maze on horseback, I had one of the incredible canyon experiences of my life, and that is saying quite a lot considering that I have been through all the canyons of the Green and Colorado Rivers, from Green River, Wyo., to Lake Mead. It was incredible because, even with a guide, we never felt it so necessary to know where we came from, as well as where we were going, for our lives depended upon not getting lost in that myriad of canyons. Here we found Indian petroglyphs and 6-foot high pictographs of amazing beauty and in a perfect state of preservation, unmarked by latter-day rock carvers who would presume their importance by scratching their names across the faces of these carvings and paintings—art as important and valuable as any in the world. Now they are unprotected and unguarded from wanton destruction only because of a lack of publicity. The National Park Service is the only Government agency I know of which can give them that protection which they need.

Panorama Point is one of the majestic overlooks in our great Nation. With your back comfortably against a cedar forest, you can look out at this awesome and wonderful canyon wilderness where, through eons of time, nature has cut and scarred, rounded and polished, gouged and bored the earth's crust as far as the eye can see. To stand there and watch a storm rise up from the southwest, tear across the desert and canyons in front of you, with wave after wave of rain-filled clouds and with wind almost ripping the beard from your cheeks, then pass on to spread its wrath upon the Tavaputs Plateau to the northeast, followed by the sun breaking forth to light the canyon dungeons 2,000 feet below you, is to have witnessed a miracle. Panorama Point is the apex, the great climax to this land, and to leave it out of the proposed park would be a tragic mistake.

Much has been debated about the size of the proposed Canyonlands National Park. Everything from isolated, individual features to a whole of a million acres has been suggested. It would seem we are playing a game of acres as we would a game of checkers. The way to decide the size of this place, it seems to me, is not by sitting behind a drawing board juggling lines to fit a palatable sum of acreage, but to go into the land itself and let it speak its own boundary lines. To cut out the area west of the Green River in order to satisfy a necessity of size would be like tearing down a section of the Smithsonian and exposing everything in it for the scavengers to carry away simply because the building takes up too much space on the Mall. If juggling

acres around for short-term gain is the motive, then our future generations are going to be the long-term losers.

Certainly the proposal to set aside only isolated scenic highlights is nonsense, and made with good will, no doubt, but without understanding or regard for the area. To know a language, one does not obtain a few words or even a few pages from the dictionary. Nor to understand this land does one set aside an arch or a pinnacle and forget the river. Nor does he consider an Indian ruin and ignore the canyon and streambed which it looks out upon. This land, from canyon rim to canyon rim, from river bottoms to the high plateaus tells the full story and gives each rock and each Indian ruin meaning. Without the whole, the separate parts are lost. We surely would not place a popcorn vending machine in the aisles of our cathedrals or tabernacles in the guise of multiple use, nor would thinking men wish to see oil wells or mine shafts in the aisles of this wilderness, as perhaps such a proposal would allow. This desert country is fragile, where every mark and scar shows. Already there are too many ugly ones in this place. To see them there makes one ashamed that man has not yet learned a land ethic.

I am as interested as any man that we have, and make wise use of our natural resources, tangible and intangible. I am as interested as anyone that any stocks I might hold in steel, in oil, in mining, or in paper increase in value and pay quarterly dividends. As a former leaseholder of a small ranch in Wyoming, I know the value of an acre-foot of water and a quarter-section of grassland. As the possessor of a good gun or two, I like knowing there is a place and a season in which I might use them.

Yet, above all, I hope and pray that I may always know the greater values which can be found in country such as this, where God's handiwork has not been destroyed by the presumptuous hand of man, where a field of grass is something more than so many tons of fodder, where a running stream is something more than so many acre-feet of water, or kilowatts of power, where a bounding deer is something more than a set of antlers or so many pounds of venison, where the freedom of the earth, the magic of an undisturbed vista, the mystical silence of an amphitheater, the frightful roar of a mighty rapids in a raging river, and the sights which mark time not as calendars and clocks do, but as the sun and stars change their positions, where these are the commodities by which we measure our wealth. These things teach us something we cannot learn by clipping coupons.

In my own short encounter with our planet, I have seen many places which afforded me these irreplaceable values disappear: the deep primeval forests of the Upper Michigan Peninsula where, from St. Ignace to the "Soo" there was nothing but towering pines and a narrow, one-way gravel road, and where crossing the straits was a great adventure, and the sight of an Indian in his mocassins following a forest path a reality. I have heard the roar of a river and felt the thrill of pitting myself against its wrath at Ashley Falls. I have heard the echoing reverberations of my footsteps on the soft, golden sand in Music Temple, and I have discovered what it must have been like to walk in Eden's virgin dell when I travelled into the winding nautilus of Hidden Passage that lay still dewy from the hand of God. Were these places saved from exploitation, from the seeming need for wood pulp and comic books and kilowatts of power, I'd have little

gain but the pleasure of going back to refresh and rediscover. If I weep, it is for my children, and theirs, that they shall never have that opportunity in these places. And if I plead now that man be wise enough and full enough with wisdom and unselfishness to save the few places there are left for such mystical experiences, it is not for me, or for you, but for our children and theirs who, unless we save it for them, they will not have this chance of discovery. This fate, gentlemen, lies in our hands, and we will never have the opportunity again of being as generous as we can be now. It behooves us as citizens and as statesmen with a love for our inheritance to set a place like Canyonlands aside as a national park, and with generosity. Should the needs for tangible assets increase, our children, in their wisdom, can have the choice of saving or exploiting this land. The very least we can do is give them that opportunity and that choice. As I look upon what little we have left which is natural and beautiful, I am always reminded of Thoreau's poignant question, "What good is a house if you haven't got a tolerable planet to put it on?"

Thank you very much.

Senator Moss. Thank you, Mr. Eggert. That is certainly an eloquent statement, and I appreciate it very much.

As you more or less pointed out and realized, the constant pressure on me has been always to reduce the size of this park. I have moved back, as it were, three times by the pressures of others in my State who were always fearful that perhaps we were going to deprive the State of some resources. But as I pointed out in the meeting with the Governor and the members of the delegation out in Utah on the bill, when the pitch had been made to me that Utah must get all of its resources and develop them, these persons might have overlooked the resource of a recreational area, the resource of a great park that not only has great economic value to it, which was pointed out in a study of the University of Utah, as far as Utah is concerned economically. But also it has the resource value of a great scenic and inspirational area that God made and it is for us to preserve, for ourselves and for our children.

And so I welcome this addition to the record, for somebody to talk very directly about this point which is so dear to my heart. And I can tell you that I feel as though I had carved off a little of my own estate every time we have had to cut the park. But we are struggling to get something.

Mr. EGGERT. I feel that is true, Senator. And this statement is aimed at those who would like to whittle it down until we have so little that we have lost what we are looking for.

Senator Moss. Thank you very much. I appreciate it.

I regret that you weren't able to hear all of the witnesses this morning. I will be back here at 2 o'clock. I think Mr. Nadel, Miss Machler, and Robert Dennis are yet to be heard. So at 2 o'clock we will resume the hearing.

(Whereupon, at 12:40 p.m., the subcommittee recessed to reconvene at 2 o'clock of the same day.)

(In accordance with authority previously granted, the following statements were included in the record:)

SUPPLEMENTAL STATEMENT OF HON. WALLACE F. BENNETT, A U.S. SENATOR
FROM THE STATE OF UTAH, ON CANYONLANDS NATIONAL PARK SHOULD BE
CREATED

During the Canyonlands hearings held April 25 on S. 27, the then acting chairman of the Public Lands Subcommittee, Senator Moss, agreed to hold the hearing record open until May 15, today. This time was needed to consult with interested and affected individuals and leaders in Utah on the Moss amendments to S. 27, which were not introduced until April 22, just 3 days before the hearing. Since that time I have met with Governor Clyde and other State leaders, and conferred by telephone and by letter with many other people throughout the State. Based upon these conferences, Governor Clyde and I, together with many others in the State, feel that the Moss bill and amendments should be further amended as follows.

BOUNDARIES

Senator Moss in introducing S. 27 in January took out lands from the area to the south of the proposed park which would have been included therein by his bill of the preceding Congress. This deletion was welcomed, particularly by Utah sportsmen and fish and wildlife enthusiasts, as well as by the affected county, San Juan, since it is deer hunting country. These same people were disappointed, therefore, when Senator Moss added approximately 19,500 acres, or 30½ sections of these same lands along the southern border in his amendment of April 22.

My first proposed amendment, therefore, is to delete from the Moss amendment these 30½ sections. By leaving them out of the park in January, it was impliedly acknowledged that the lands were not essential to the administration of the park, and from this it is clear that the lands can be appropriately deleted now.

My second proposed amendment relates to the northeastern portion of the park. Senator Moss in his amendment of April 22 provided that 28 sections (some 18,000 acres) should be deleted along the northern and eastern borders. This, however, took out only a relatively small portion of the known mineralized areas in the northeast. But, if the provision which permits mining and mineral activity for a minimum of 25 years within the park is appropriately amended as I shall recommend, the deletions recommended by Senator Moss may be adequate, provided that a section and a half more land is deleted. The description of this land is township 27 south, range 20 east, all of section 29, and the west half of section 28. This 960-acre area is now under potash lease. In summary then, the 28-section deletion proposed by Senator Moss should be approved, as well as the 1½ sections I have described.

If the bill is amended as I have proposed, the park would be 234,140 acres in size. This compares to 254,600 acres in the amended Moss bill. This is a reduction of only 8 percent. Except for the 960 acres, all of the deletions I have recommended have been suggested by Senator Moss either in his January bill or in his April 22 amendment. Of course the April 22 deletions grew out of the Salt Lake City meeting of April 6.

ROADS

With respect to roads that will be located within the proposed park, the bill should be amended to provide clearly that full access to and use of the roads may be made by commercial users who are permitted commercial use of the park under the terms of the bill. This includes mining, mineral, and grazing activities. Moreover, the bill should be amended to provide that such uses may continue after the 25-year period to the extent that such uses are required to develop rights established prior to the end of that period, in keeping with the intent of the Moss bill.

As for the roads authorized to be constructed outside of the park under the Moss bill, an amendment should be adopted to permit full commercial use for all commercial users both before and after the termination of the 25-year period. It is feared that unless such an amendment is adopted the roads would become "Chinese walls," effectively blocking recreational and commercial development in large areas adjacent to the roads outside the park.

The Moss bill provides that the right-of-way shall be an average of a thousand feet in width for all roads outside the park. This is 125 acres per mile. It is feared that these rights-of-way would lock up needlessly much acreage of land having little scenic value. Therefore, the bill should be amended to provide either for administration of such right-of-way lands as multiple-use areas, or they should be narrowed sharply.

PREDATOR CONTROL

Even now there is a predator control problem for cattlemen and woolgrowers in the Canyonlands area. In view of unfavorable experience in other parks, it is feared that the Canyonlands area would become a breeding ground for predators that would kill sheep and cattle in the surrounding area. Therefore the bill should be amended to make clear that it is incumbent upon the National Park Service to carry out an effective predator control program.

25-YEAR MINERAL LEASING AND MINING ACTIVITY

The Moss bill provides for continued application of mining and mineral leasing laws within the proposed park for a 25-year period, and thereafter to maintain and develop rights established during that period. However, it also provides that "The Secretary of Interior may prescribe such general regulations of these activities as he deems necessary to preserve the scenic, scientific, and archeologic values of the area." Again, past experience justifies the concern that such broad discretionary authority in the hands of the Secretary probably would bar effectively much, if not all, mining and mineral activity.

The bill would be significantly improved in this respect if it were amended to require the application by the Secretary of the same rules and regulations that now apply to the public domain as administered by the Bureau of Land Management. This still would permit the Secretary to protect truly important areas, but would substantially narrow his discretionary authority under the Moss bill. This same type of administration should be applied with respect to those rights established during the 25-year period that continue thereafter.

In addition, I hope the committee in its report will make clear that all valid oil, gas, and other mineral leases in effect at the end of the 25-year period will be permitted to be renewed until the areas concerned are fully developed. The report should also show that it is the committee's intent that the same rights shall be given to mining companies. Thus mining companies would be permitted to do core drilling and sink shafts based upon discoveries made prior to the end of the 25 years. Similarly, oil companies would be permitted to drill any necessary holes after the 25-year period which are required to develop an oil field discovered prior to that time. The same should be true for installation of necessary buildings and equipment, including pipelines.

It is the opinion of experts that the Canyonlands country is exceptionally rich in minerals and has great economic potential. If the bill is amended as I have recommended, the area can be developed both to make it accessible to hundreds of thousands of Americans to thrill at its wonders while at the same time permit mining and mineral activities that will not mar to any significant degree the beauties of the area, if indeed at all.

STATE AND SCHOOL LANDS

Utah's schoolchildren have an interest in the canyonlands bill since there are approximately 36,000 acres of school land in the area, the income from which would go to our uniform school fund. In other national parks and monuments throughout the State of Utah, State and school lands have been locked in and our schoolchildren receive no benefits from these lands. In this bill Senator Moss recognizes this problem. However, the bill should be amended to provide that the park will not be established until all school and State lands are exchanged for other Federal lands in the State of Utah.

Such exchanges should involve both the mineral and the surface estates and not be confined to the surface estates, as apparently advocated by the Department of the Interior. Let me make it clear that the State of Utah is anxious to exchange the lands and would not in any way attempt to delay creation of the park, for the State officials also strongly support creation of a Canyonlands Park. In fact, Gov. George D. Clyde is willing to submit any dispute on exchanges to compulsory arbitration of a qualified third party if that is desired.

This problem will be obviated if the Secretary of the Interior directs the Bureau of Land Management to proceed now to exchange the lands.

All reference to "equal value" should be struck from the Moss bill. Thus the phrase "equalize the value" should be omitted from page 9, line 16. The State does not object to exchanging for lands of the "same classification" as provided on page 9, line 10, but it is virtually impossible to determine what is equal value with respect to undeveloped land, and use of the phrase invites interminable delay. Such delay has occurred repeatedly in connection with other land exchanges.

GAME MANAGEMENT

If the committee adopts my amendment to delete the land added by the April 22 Moss amendment to the southern portion of the park, there will be no substantial game management problems except in the river bottoms. The bill therefore should be amended to permit carefully controlled deer hunting along the river bottoms in the park. At the present time this hunting is carried out by hunters who enter the area by boat and carry the deer out by boat. Because of the geography of the area, it should be relatively easy to regulate hunting without danger to visitors.

S. 27 MAY NOT BE BEST APPROACH

Although I have agreed to support Senator Moss's bill, S. 27, if it is amended, I am fearful that the approach embodied in the bill could delay congressional approval of the park for months and perhaps years. This fear was expressed to Senator Moss at the April 6 meeting at Salt Lake City. As a result, he agreed to support a much smaller park without multiple use if the House committee refused to adopt the provision of his bill which permits a minimum of 25 years of mining and mineral activity in the park.

Nothing has changed since April 6 to alter my view that the House committee may refuse to permit mining and mineral activity in a national park. If that is so, as seems most likely, the inclusion of such controversial provisions in a Senate-passed bill could cause considerable delays if not the outright rejection of such a bill during the 88th Congress. This would make Senate approval an empty gesture.

For the good of the park, it might be better if the Senate approved at the outset a Canyonlands National Park of approximately 100,000 acres administered under so-called pure-park standards. However, I have agreed to support the Moss bill if it is amended, and will do so, but recognizing at the same time that this may not be the best procedure if it is desired to create a national park as rapidly as possible.

CONCLUSION

I strongly support creation of a Canyonlands National Park, and respectfully urge adoption of the amendments that I have outlined in this statement to perfect the bill and make the park more desirable to the people of Utah. The text of the proposed amendments will be submitted to the committee within the next few days.

STATEMENT OF WILLIAM A. BARLOCKER, MAYOR, ST. GEORGE, UTAH

Mr. Chairman, I am William A. Barlocker, mayor of the city of St. George which is located in the southwestern part of Utah. We in the southern half of Utah have been keenly aware for many years of the economic and cultural advantage of our closest established national parks; namely, Bryce and Zion.

The need to preserve our Nation's wonderlands here, I am sure, been fully expressed before this committee, and, therefore, I will limit my remarks to the economic advantages of a national park.

A business upon which a great portion of my community as well as a great part of southern Utah depends is tourism. In the last 10 years tourism has brought millions upon millions of dollars into my State. It has, more than anything else, provided the stimulator to enable my community to grow. We know the desires of our population are growing for outdoor and national park pleasures, and we should be everything possible to see that these desires are met.

The University of Utah, in its study of the economic potential of the area, estimated that within 15 years the area could provide \$10 million annually if developed in accordance with the plan of the Interior Department. This plan calls for development of roads, mineral leasing, and general park development.

I support the Canyonlands bill because I believe experience has shown that parks provide many benefits to the general public and they tend to play a great role in economically uplifting entire communities which surround them.

[KLS Radio editorial]

CANYONLANDS

Last week, KSL urged Utah's congressional delegation to join in a political truce aimed at getting Congress to create a Canyonlands National Park this year.

We are delighted with the results of a conference held at the Governor's Mansion this past weekend. For the first time since the idea of such a park was proposed, Governor Clyde, Senator Bennett, and Senator Moss were in agreement as to what it should contain and how to go about getting it.

There have been earlier hopes of agreement, but they have turned out to be illusory. We trust this agreement is based on a solid foundation and will produce solid results.

Utah's leaders are now agreed to present a united front behind a bill to create a park of something around 250,000 acres. The area involved has been carefully tailored to exclude some hunting and grazing areas and some potentially rich mining country that would have been included in the bill before Congress last year.

The bill also includes a provision to phase out mining and oil exploration over the next 25 years.

It will take a united front to get such a program through Congress. There will be heavy opposition to cutting the park to this size; some groups still urge a park of from 800,000 to 1 million acres. Moreover, national park purists will no doubt object to continuing any kind of mining or oil drilling, even on a phase-out basis.

To millions of Americans, it is hard to understand that locking up the resources in such vast recreation areas can do serious harm to a State's economic potential. Explaining the problem of such States as Utah, where 74 percent of the land is federally owned can only be accomplished if Western Members of Congress speak with one persuasive voice.

KSL congratulates the Governor and members of our congressional delegation on this statesmanlike truce. It may deprive them of an election issue for 1964, but that should be no loss. As any experienced politician knows, the best politics in the long run is what is best for the State and the people. There is no doubt that intelligent compromise is best for Utah in respect to Canyonlands.

THE AMERICAN FORESTRY ASSOCIATION,
Washington, D.C., April 22, 1963.

Senator FRANK E. MOSS,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MOSS: The American Forestry Association commends you for the compromises you have successfully worked out in S. 27, for creation of a Canyonlands National Park in the State of Utah. We are particularly pleased that Federal administrators and State officials have reached accord concerning the size of the park and the conditions under which it is to be administered.

The American Forestry Association endorses S. 27 with the understanding that:

(1) Funds are not required for acquisition purposes because all the land involved already is in public ownership.

(2) The Federal Government and the State of Utah will work out a suitable exchange program covering State-owned school sections and other tracts within the park boundaries for Federal lands elsewhere in the State.

(3) Grazing, mining, and other nonconforming uses will be phased out within a period of 25 years.

(4) Public hunting shall not be permitted within the park. Federal administrators, however, must take whatever steps become necessary to maintain the flora and fauna of the region in balance.

(5) The Canyonlands National Park must be managed in accordance with true park concepts as set forth by Secretary of the Interior Lane's memorable instructions of May 13, 1918, to Stephen T. Mather, the first director of the National Parks. Secretary Lane said:

"First, that the national parks should be maintained in absolutely unimpaired form for the use of future generations as well as those of our own time; second, that they are set apart for the use, observation, health, and pleasure of the people; and third, that the national interest must dictate all decisions affecting public or private enterprise in the parks."

Secretary Lane's third admonition is one which concerns us greatly. Too often do we find that a "Coney Island" atmosphere has been injected into the Nation's finest parks.

We urge earnestly that such a situation not be permitted to develop in Canyonlands.

Sincerely yours,

KENNETH B. POMEROY, *Chief Forester.*

ROCKY MOUNTAIN OIL & GAS ASSOCIATION,
Salt Lake City, Utah, April 24, 1963.

PUBLIC LANDS SUBCOMMITTEE,
Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

DEAR SIR: Rocky Mountain Oil & Gas Association, an organization representing oil companies and oil men in 7 States, with 5 division offices and some 2,300 members, is pleased to again comment on the proposed Canyonlands National Park.

Senate bill 27 has been reviewed by several officers and committee chairmen within our organization since its introduction. As a result of this consideration, it was concluded that the association should adhere to its position previously taken with respect to Canyonlands, which is as follows:

That the association does not oppose the bill if the following provisions are included:

- (a) That the lands included in the park are only those necessary to preserve the scenic beauty;
- (b) That adequate provisions are included for making these same scenic beauties accessible to the public;
- (c) That the multiple-use principle is retained to the fullest extent possible subject only to reasonable regulation.

A statement in behalf of this association was made April 23, 1962, by J. R. Williams as he appeared before your subcommittee, then holding hearings in Utah. We have since made a statement at the request of Governor George D. Clyde and copies of said statement were made available to members of the Utah congressional delegation.

Concerning the regulations to be prescribed by the Secretary of the Interior, we would refer you to the language suggested in our behalf by Mr. Williams on page 443 of the 1962 hearing report.

This association does not feel it is practical to establish a specific time period during which exploration and multiple use will be allowed and under which maximum recovery of any given mineral deposit might be expected.

Cordially yours,

R. LAVAUN COX,
Manager, Western Division.

AFTERNOON SESSION

Senator Moss. If you will take your seats, please, we will resume the hearing.

I apologize for being a little tardy getting here this afternoon. We had a vote on the floor of the Senate about 10 minutes ago, and I had to be there for that.

Is Mr. Nadel here?

Would you come forward, please?

Michael Nadel, assistant executive director of the Wilderness Society, will be our next witness.

Happy to have you, Mr. Nadel. You may proceed.

STATEMENT OF MICHAEL NADEL, ASSISTANT EXECUTIVE DIRECTOR OF THE WILDERNESS SOCIETY

Mr. NADEL. Thank you, Mr. Chairman. This is a most welcome opportunity. I am glad to present a statement on behalf of the Wilderness Society in support of the establishment of Canyonlands National Park in the State of Utah.

My name is Michael Nadel. I am assistant executive director of the Wilderness Society, a national philanthropic not-for-profit conservation organization, with headquarters here in Washington, D.C. Our society was founded in 1935 by men who are not only philosophers of land use, but who are themselves knowledgeable about the management and responsibilities of public land. Our program has to do with the preservation of wilderness areas, the study and investigation of wilderness areas, and with the education of the public in regard to the scientific, historical, esthetic, and recreational values of wilderness. We publish the *Living Wilderness* magazine, of which our executive director, Dr. Howard Zahniser, is editor. Our membership is in excess of 23,000, from all walks of life, and is contained in all the States, in Canada, and in other countries as well.

Mr. Chairman, we warmly commend you for your sponsorship of a proposal to establish a Canyonlands National Park. We commend the Secretary of the Interior, Stewart L. Udall, for his leadership also in advocating a Canyonlands Park which would adequately represent as a physiographic entity the exceptional features of this geologically and scenically unique area.

In the 87th Congress the Canyonlands Park proposal was for an area of some 332,000 acres. At that time Secretary Udall commented that the boundaries recommended in that proposal "would enclose only the heartland of this extraordinary area." He said, "It is, in my opinion, the very minimum area which a true park should embrace."

Indeed, the Secretary might have said that in order to preserve for posterity the comprehensive, challenging, and valid entity of this fabulous efflorescence of sandstone—not only as a piece of our own earth, but for the wonder of all the world—a million acres would hardly be excessive.

To set up a Canyonlands micromountain place of the macrocosm which the park could represent is to hazard a forfeiture of opportunity which can deprive posterity of its right to enjoy.

The Canyonlands are heroic in dimension. The pervasive distinctiveness of their strange intersecting geological patterns, their elemental grandeur; the spectacular formations in a wilderness of "alcoves, ridges, pockets, fins, and arches," the wild gorges, eloquent rivers, rugged mezzanines and basins; the promontories, buttes, pinnacles, and thrusts—we should not pinch these into a park which is only a fractured or token remnant of a symphonic structure. We should not diminish their awesome sense of prehistory.

Yet in a sense this is what is being proposed, in order to satisfy a minority whose interests are exploitative.

We do commend S. 27 in the understanding of the great effort which you and others have put into establishing the Canyonlands Park before it is fragmented and further exploited. We seriously regret, however, that the 332,000 acres proposed for preservation in

the 87th Congress, and regarded by the Secretary of the Interior as a "minimum," has been reduced to about 253,000 acres in the bill now before this committee. The proposal, with all due consideration to those who have worked hard to reach an accord with all interests, is in the nature of reducing a fraction.

In commending S. 27 we also urge the reconsideration of section 4, which not only proposes the continued application of the mining and mineral leasing laws of the United States within the proposed park, but which would seem to recognize as "valid" rights any claims which are established prior to the expiration of the phasing-out period of 25 years "following the date of enactment of this act."

The recognition of existing rights, if any, for the duration of this phasing-out period, should not, we believe, be further complicated by the admission of new claims, which would further protract a situation inconsistent with national park purposes. We should not invite, nor tolerate, additional scars upon this land.

In conclusion, it is our hope that the present canyonlands park proposal may be enlarged, that the mining and mineral leasing clause be modified to prohibit further entry together with the phasing-out period for existing claims, and that the grazing privileges be phased out entirely within the 25-year period subject only to the renewal of the privilege by the original holder during his lifetime if the Secretary of the Interior should so decide. We should not establish even by inadvertence the notion that grazing privileges are a vested right to be passed on to the heirs or assigns of the temporary holder.

With these considerations, we support the proposal for a canyonlands national park, and again congratulate the sponsor for his foresight and vision in advancing this measure.

Mr. Chairman, Mr. Charles Callison, assistant to the president of the National Audubon Society has asked us to associate him with this statement of the Wilderness Society. He plans to file his own statement later for the record.

Now, Mr. Chairman, my statement to this point was prepared in advance of this hearing and represents our opinion about the bill as introduced. I must, therefore, enter a qualification with respect to amendments which have thus far been proposed today, some of which were proposed in advance of my arrival this morning, and I apologize for not being able to be present at the beginning of the hearing.

I would not want to comment upon these proposed amendments without opportunity for further consideration and study.

Thank you, sir.

Senator Moss. Thank you, Mr. Nadel. You may certainly file any additional comments you have, when you have had time to study the two amendments that have been proposed and that are now in print, so that you may get them and read them.

I am happy to have you make note in the record that Mr. Callison associates himself with your prepared statement, and he, too, may have the opportunity of filing an additional statement, if he cares to do so, in the record.

We appreciate your coming here to testify and your general support of this proposal for a park. We are happy to have your comments as to the areas where you would prefer some changes, so that this would give the committee guidance as we write the bill finally.

Mr. NADEL. Thank you very much.

Senator Moss. Thank you, sir.

Nancy Machler of the National Parks Association.

We are very happy to have you. You may proceed as you care to.

**STATEMENT OF ANTHONY WAYNE SMITH, EXECUTIVE SECRETARY
AND GENERAL COUNSEL TO THE NATIONAL PARKS ASSOCIATION,
PRESENTED BY MISS NANCY MACHLER**

Miss MACHLER. Mr. Chairman, I would like to read the statement prepared by Mr. Anthony Wayne Smith, the executive secretary and general counsel of the National Parks Association. I work with Mr. Smith at the association, and he has asked me to speak for him today.

Senator Moss. All right. You may proceed.

Miss MACHLER. His statement follows.

"My name is Anthony Wayne Smith. I am executive secretary and general counsel to the National Parks Association. I am an attorney admitted to practice in New York and the District of Columbia and a professional student of government and of natural resources management. I appreciate the invitation to submit this analysis.

"The National Parks Association is an independent, private, non-profit, public-service organization, educational and scientific in character, founded in 1919 by Stephen T. Mather, first director of the National Park Service. It has membership of over 26,000 persons throughout the United States and abroad. It publishes the monthly National Parks Magazine, received by all members. Its responsibilities include the protection of the great national parks and monuments of America and the protection and restoration of the natural environment generally.

"I had occasion to testify on S. 2387, substitute, about a year ago, analyzing that somewhat similar measure in considerable detail; most of the points made at that time I shall not repeat on this occasion.

"One of the major questions here is the size of the proposed park. The original study area was about 800,000 acres, and many persons who have considered the question closely still believe that the large boundaries would be desirable.

"By the time the legislation was introduced last year the National Park Service had reduced its recommendations to about 330,000 acres and the sponsor of the bill to about 300,000; the present version is 257,000.

"The trouble with these small areas is that they do not protect all the country which should be protected. They set up a small national park in the center of a magnificent scenic area which should be preserved as a whole. The park will serve as a lure to tourists who will crowd the surrounding area, and because it cannot be protected properly without park status, it may be seriously injured or destroyed. The destruction might be greater than if it were left in the land reserve.

"There is really no reason why a canyonlands national park need be created by legislation. A canyonlands national monument, which would have the same protection in respect to internal management standards, could be established tomorrow by Presidential proclamation. This land is already in Federal public ownership; the protective provisions of the National Parks Act apply as fully to monu-

ments as to parks. The proclamation and related administrative measures which are already available could in all probability provide as much protection against adverse uses as the present legislation, and probably more.

"If the proposed reservation were to be created as a national monument by Presidential proclamation, rather than as a national park by legislation, the entire 800,000 acres or more which it is desirable to protect could be included. Of course, if the sponsors and supporters of the bill could agree on an adequate-sized park, then legislation would have the advantage of confirming the park boundaries by congressional enactment; this advantage, however, is not great enough to justify the reduction of the area to about one-third of its proper size.

"There are other features of the bill which call for adverse comment. It still contains the provision for continuance of grazing privileges for a period which might be the long lifetime of a grandchild of a present holder of grazing privileges; if our parks are to have park-type protection, we must move expeditiously to eliminate cattle grazing; there have been complaints of overgrazing by wild ungulates; the problem is confused by overgrazing by domestic cattle.

"The provision permitting the continuation of prospecting for minerals is objectionable for similar reasons. Apparently prospecting and exploration are to cease after 25 years, but mining rights established prior to the cutoff date would continue indefinitely. It is difficult to see what we gain by setting up a park or monument if unlimited mining of this kind is permitted.

"The provisions for entrance roads and connections within the proposed park are much too loosely drawn. A very clear distinction must be drawn between park-type roads and roads of parkway standards, the latter being the term used in the bill. I referred to this in my testimony last year; there can be no question about the importance of this point for park management policy. We are all familiar with what parkway standards mean: big, wide, fast throughways, albeit surrounded by mowed lawns; this is not what park roads ought to be. Park roads are slow roads, winding roads, roads fitted to the contours of the land. They are designed for slow park speeds, not to expedite fast travel to a distant destination.

"As presently drawn, this is in effect, though not in intent a measure for the opening up of a heretofore relatively inaccessible area of the national land reserve for mass tourism purposes; it provides few if any of the compensatory protective features which have characterized the establishment and management of the great primeval national parks of this country.

"The purpose of the national park system is both enjoyment by visitors and protection of the features which draw visitors to the area; the present measure is onesided, and omits the necessary protective elements. One of the necessary protective elements which ought to be included is an adequate area. Unless these features can be improved, it might be better to table the proposal and lend support to a Presidential proclamation of a national monument of adequate size with adequate protection.

"We have nothing but admiration for the author of this measure. We know that he is motivated in submitting this legislation by objectives similar to ours. It is highly desirable that this magnificent

country which has come to be known as the canyonlands should be given national park or monument protective status. It is definitely in the interests of the State of Utah, as well as the United States as a whole, that a bold and vigorous program be worked out here which will accomplish the objectives we all have in mind."

Senator Moss. Thank you, Miss Machler, for the statement of Mr. Smith. We do appreciate the fine efforts that are made by the National Parks Association to assist us in developing the National Parks System and keeping it to the high standard that it enjoys in this country.

I have great admiration for Mr. Smith and all of his associates in the association.

We are happy to have you come and appear again and give testimony on this bill.

Miss MACHLER. Thank you, Mr. Chairman.

Senator Moss. Mr. Robert Dennis, of the Izaak Walton League. Mr. Dennis, you may proceed.

STATEMENT OF ROBERT T. DENNIS, ASSISTANT CONSERVATION DIRECTOR, IZAAK WALTON LEAGUE OF AMERICA

Mr. DENNIS. Mr. Chairman, I am Robert T. Dennis, Assistant Conservation Director of the Izaak Walton League of America. The league is a nationwide organization of citizens dedicated to the wise and proper management and use of America's natural resources base for all the purposes it must serve. We appreciate this opportunity to comment on S. 27.

Mr. Chairman, I would like to make it clear this prepared statement is directed at S. 27. We were not able to obtain the amendments ahead of time. I do think, however, that all of the philosophy that we express here would probably pertain to the amended bill. But we would like to reserve the right to make any further statements which we feel are necessary.

Senator Moss. You certainly may do that, Mr. Dennis. You may insert later any additional comment you may wish to make when you have had time to read the amendment.

Mr. DENNIS. Thank you, Senator.

Not long ago, the Izaak Walton League appeared before the full committee in support of the wilderness bill. Through the years, the league has advocated establishment of certain new national parks and monuments. In short, we have held that representative examples of primitive America should be preserved insofar as possible in natural condition for the enjoyment and education of the people. We have held also that national parks and wilderness areas should be administered and managed according to strict criteria which fully protect the values for which they are established. These are among the fundamental beliefs of the league.

In arriving at its determination as to what uses should be made of a particular area, the league has always attempted to recognize and fairly evaluate every potential demand which might be made upon that area and its natural resources. Thus, when we favor establishment of a new national park, it is because we feel this to be the highest use of the lands involved.

It is in the same light that we have studied the Canyonlands National Park proposal.

There is no doubt that the canyonlands area possesses natural and scenic qualities of national significance. Those values should be protected and preserved. Ideally, canyonlands should be a national park.

However, it seems clear that canyonlands also possesses mineral and petroleum values. Information in this area is more vague, incomplete, and contradictory than we would like, but on the whole it suggests that the area does have significant mineral and petroleum possibilities.

The question is whether the potential petroleum and mineral values are superior to the known natural values, and should take precedence over them. We hope the committee can find an answer to that question. We cannot.

S. 27 attempts to answer the question by recognizing both natural and mineral-petroleum values. This could well be the way to resolve the problem. However, what S. 27 says is that there shall be a canyonlands national park, and that in this national park prospecting shall be permitted to continue for 25 years, and mining and petroleum recovery shall be permitted for so long thereafter as recoverable minerals and petroleum found by such prospecting continue to exist. That may be forever—mining and petroleum technologies have made tremendous gains in the last 25 years, and we would hope they will make even greater gains in the next 25 years and in the years thereafter.

The Izaak Walton League deeply believes that the criteria which now apply to management of national parks are sound. We do not believe those criteria should be changed. We do not believe that prospecting, mining, lumbering, reservoir and power development, or livestock grazing are proper uses of a national park. We do not believe they should be allowed. We believe that permitting mining or any other nonconforming use in any new national park would seriously endanger the integrity of all the presently existing parks. Therefore, the Izaak Walton League could not accept 25 years of prospecting, followed perhaps forever by mineral and petroleum operations, in a canyonlands national park. If a park is established, present mining and petroleum recovery should be phased out in 25 years, and prospecting should cease immediately. Then, with other provisions of S. 27, we would have a true national park.

Should this committee and the Congress determine that the mineral and petroleum values of the proposed Canyonlands Park must be kept available, the league sees two possible alternative procedures for so doing while also protecting natural values.

We think one alternative is to establish a small national park—we have no suggestion as to optimum size, but we would hope that the most significant features could be preserved. At any rate, one alternative would be a small national park managed under traditional concepts, and surrounded by a partially restricted area not under jurisdiction of the National Park Service. Within this outer buffer area, prospecting, mining, petroleum recovery, livestock grazing, hunting, and other uses would continue to be permitted under minimum regulation, designed only to prevent the preventable types of natural value destruction. In connection with this suggestion, we remember

that an earlier proposal for a canyonlands national park called for 1 million acres—the area proposed by S. 27 must be approaching the minimum which would be workable.

The second possibility would be to enact S. 27 in its present form, but to call the area something other than a national park. If this is done, the regulations noted in section 4(1) should be liberal enough to assure that any minerals and petroleum could be prospected and recovered by modern methods, else the purpose behind creation of a nonpark area would not be realized. Then, after 25 years of bulldozing, drilling, blasting, road construction, and all the rest connected with mining and petroleum operations, the Congress could reexamine the area to determine if it is worthy of national park designation at that time. If so, a canyonlands national park following traditional concepts could be established.

Again, Mr. Chairman, the league thanks you for the opportunity of presenting its views.

Senator Moss. Thank you, Mr. Dennis, for appearing here to testify. I think perhaps you may have overlooked the provision in the bill that mineral prospecting or drilling must be done under a regulation that will protect the scenic, scientific, and recreational value of the area. And, therefore, at least I don't visualize that there will be any bulldozing or destruction that would impair the area, as your last paragraph seems to describe.

Mr. DENNIS. Senator, we have seen that provision of the bill. We sympathize very much with what you are trying to do. But it seems to us that the question that is involved here is that we have an area which has definite and very great value for one use, possibly very great value for two different kinds of use.

Now, on the one hand, we have scenic values, natural values which are known to be there—people can go there and see them and point them out on a map, and you know where to go to find them.

On the other hand, from studying the information which has been available to us, we could not disagree with the fact that there may be very high mineral potentials in the area. We cannot say that there are, but we certainly don't feel we can say there are not.

So what we are saying here is that we have a number of choices.

First of all, we can say that the canyonlands area shall be a national park. And we feel that if this area is designated as a national park, that it must be a national park in the traditional sense, which means that there shall be no prospecting, no mining, nothing of that sort, except such which may exist now and is phased out as of a definite termination date.

In our prepared statement we say 25 years. We use that because that is a definite period of time. It might have to be a little longer, it might be a little shorter.

Now, on the other hand, if you want to recognize the mineral values in this area, if the committee—as I say, we don't know the answer—but if the committee decides that these values are so important that they should be kept available, then it seems to us that it doesn't make sense to put such restrictions on getting to those mineral values that they really cannot be exploited by modern methods. And I think this means you have to have access roads, you have to have pipelines, you have to have tank batteries, you have to have a lot of other things which we don't feel fit in a national park.

But we think you could set the area up under some other designation than national park, in which you do allow prospecting, you do allow mineral recovery. At the same time, under the terms of the bill you would have some protection of the scenic and natural values. And after a 25-year period of time which is the time that the bill sets for termination of prospecting, the Senate could go back to this area and see whether or not the prospecting and mineral recovery activities which might have occurred or might be in process have left the area in such condition that it is really worthy of being called a national park. If not, it could continue under this other status.

If it still is worthy of being a national park, then we could at that time designate it such.

Senator MOSS. That doesn't sound like a very hopeful prospect. I do appreciate your idea. This is an additional alternative that we may consider in deciding what we ought to do with this great scenic area.

Any questions?

Senator JORDAN?

Senator JORDAN. Mr. Chairman, I just want to commend Mr. Dennis on making a very good presentation of his point of view here, and stating an interesting alternative which might be worthy of our serious consideration.

I am pleased that he is broadminded on this matter. And I have a high regard for his fine organization.

I am pleased to have this statement for the record.

Senator MOSS. Thank you.

Senator SIMPSON?

Senator SIMPSON. Mr. Chairman—Mr. Dennis, I take it from your statement here that perhaps the Izaak Walton League is at odds with the new concept of the Park Service with respect to multiple use in these recreation areas and new parks.

Mr. DENNIS. No, sir. We regard this—I would not want to say we are at odds with that. I think that when we look at these recreation areas we think they are a different breed of cat than a national park.

I confess I am not exactly clear in my own mind how the Park Service looks at multiple use of national parks. The league is not in favor of multiple use of national parks. The league is definitely and by resolution opposed to the concept of multiple use in the national parks.

I think when you look at a recreation area, this is something different, this is an area which is established to provide mainly for the benefits of outdoor recreation—and that may be mass recreation—and you may have to go into the national recreation area and build all kinds of facilities for mass outdoor recreation which would not be compatible with a national park.

Also, in a national recreation area, second in line comes preservation of scenic values.

Then, after that, as long as it is compatible with provisions for outdoor recreation and with protection of natural values, you can have other resource uses.

So, in a sense, a national recreation area is a multiple use area.

Now, a national park, we think, is established according to the 1916 act, is set aside to fully protect the natural values. Other re-

source uses should not be permitted there. This has been a long-held policy of the league and one that we are very strong on.

So we say, you see, that perhaps you have a line with two end points. At one end you have a national park, and at the other end you have, for example, a heavily mined area.

We don't think those two end points can ever be joined together. But we think there may be a meeting ground in the middle of our line where we can accomplish both purposes. But I don't think we want to call that point in the middle a national park.

Senator SIMPSON. I assume you agree that the 1916 attitude has certainly changed over a great number of years. It is incumbent upon these people who represent these States to protect the natural resources. And we are quite pleased in the West that the Park Service is now beginning to recognize that there is a necessity to protect these resources, also, in the multiple-use concept, and that has been invoked now in Massachusetts, in present bills before the committee.

Mr. DENNIS. No, sir, those are not national parks.

Senator SIMPSON. Two of them are, in which they are recognizing the area—they may change the name, and if they want to change the name it is all right with us in the West, because we want to protect the natural resources. If the name bothers you, if they change the name and protect the natural resources, we would be in accord with that. That is what we are trying to do here. Maybe if we call it a national recreation area, or a national park—it will smell as sweet by any name to the people in the West.

Senator MOSS. Thank you, Senator.

Thank you, Mr. Dennis. We appreciate your coming to bring the viewpoint of your great organization. We recognize the very fine work that you do.

Now, this completes the list of witnesses who are scheduled to appear.

Is there anyone that has been overlooked and wanted to make any comment?

I appreciate the expedition with which we have been able to conduct the hearing today.

In view of the requests made at the beginning of the hearing, I am going to order that the record be kept open for approximately 3 weeks, at least until the 15th of May, to permit the filing of additional testimony by any of the organizations and by the Congressmen and Senators who may wish to place it in there.

I should point out that it will be possible during that period of time to—for any Senator to file amendments that he would like to see made to the bill, so that before the subcommittee takes the matter up in executive session it could have before it any specific recommendations that may be made on boundaries or any other phases of the bill.

It seems to me this should give ample time for consultation and further reflection on the provisions of the bill.

I feel that I should make something of an apology in this matter. I certainly had understood that we had reached an agreement, as far as the Utah delegation was concerned, and not until 5:30, on Tuesday of this week, did I know that there was any dissent from that agreement that we had reached in Salt Lake City on the 6th of April. I think I stated earlier that on the 16th of April I had a very lengthy telephone conversation with the Governor of the State of Utah about

the amendments which had already been drawn at that time, and about the changes that had been made, which I described to him in considerable detail. I wrote to him and to many other people in the State of Utah, as well as the officers of the Department of the Interior and the Bureau of Land Management and National Park Service on the day following, which was the 17th of April, setting forth the amendments that had been made.

I would like to include in the record a copy of this letter that went to all of these men, including a list of those to whom the letter was mailed, which would include all of the congressional delegation. I assumed we were all together on what we intended to do.

(The letter referred to follows:)

U.S. SENATE,
Washington, D.C., April 17, 1963.

DEAR ———: Attached to this letter is a map in which I have tried to outline the change in boundaries that will be made in the Canyonlands National Park by an amendment which I will introduce prior to the hearing on the bill.

Approximately 18,000 acres have been eliminated from the park in the north-east section, and about 19,500 acres have been added to the park in the south. This is in accordance with the understanding which was reached at the conference of the congressional delegation and the Governor on April 6.

In addition to this amendment on boundaries, I have prepared an amendment which will appear following line 25 on page 11 to guarantee that persons who are producing minerals within the park at the expiration of the 25-year phaseout period can use the roads in and out of the park to market their products.

A third point was the exchange of State-owned lands within the park area for Federal lands outside of the park. The bill now provides that the Secretary of the Interior "shall take administrative action to complete transfer on any lands (in lieu of lands in the park) in a proper application by the State of Utah on or before the expiration of 30 days following the date of enactment of this act."

Therefore, it is suggested and recommended that the Utah State Land Board and the Bureau of Land Management take steps immediately to prepare applications for land exchange so that 30 days after the bill becomes law there will be no State-owned lands enclosed within park boundaries. Perhaps some exchanges could be completed even prior to the enactment of the law.

A public hearing on S. 27 will be held in the Interior Committee of the Senate in Washington, D.C., on April 25. I would be pleased to have you testify personally or send a written statement to be included in the record. Since there is now general agreement on the bill, it is not expected that the hearing will be extended in length.

Sincerely,

FRANK E. MOSS, U.S. Senator.

The foregoing letter was directed to the following persons:

Hon. Wallace F. Bennett, U.S. Senate, Washington, D.C.
 Hon. Sherman P. Lloyd, House of Representatives, Washington, D.C.
 Hon. Laurence J. Burton, House of Representatives, Washington, D.C.
 Mr. Harold P. Fabian, 29 South State Street, Salt Lake City, Utah.
 Mr. D. James Cannon, 1710 South 21st East, Salt Lake City, Utah.
 Hon. Alan Bible, U.S. Senate, Washington, D.C.
 Hon. Clinton P. Anderson, U.S. Senate, Washington, D.C.
 Mr. Max Gardner, director, Utah Land Board, 445 East Second South, Salt Lake City, Utah.
 Hon. Stewart Udall, Secretary of the Interior, Washington, D.C.
 Hon. John Carver, Assistant Secretary of the Interior, Washington, D.C.
 Mr. Conrad Wirth, National Park Service, Washington, D.C.
 Mr. R. D. Nielson, State director, Bureau of Land Management, Post Office Box 777, Salt Lake City, Utah.
 Mr. Karl Landstrom, Director, Bureau of Land Management, Washington, D.C.

Senator Moss. Earlier, on the 25th of March, I had sent a copy of the bill, S. 27, to a very extensive list, which included many of the leaders in the State of Utah, including the mining association, the

chamber of commerce, and the county commissioners, and others. I would like to put in the record a copy of that letter and the list of people to whom it was mailed.

(The letter referred to follows:)

U.S. SENATE,
Washington, D.C., March 25, 1963.

DEAR ———: By a report in the press I see that Governor Clyde has requested your opinion about the Canyonlands National Park bill. Since I am not certain that you have received a copy of my new bill, I am enclosing the bill together with the statement made at the time it was introduced in the Senate. This bill represents a new compromise position from last year's proposal. I suggested and held a meeting with the Governor last month to enlist his support because if we cannot agree on this bill we may have to forgo any opportunity to get a national park.

The Governor and I are now going to meet with the other congressional representatives. Most sincerely I hope that Utah unitedly will support Canyonlands. Your comments will be appreciated.

Sincerely,

FRANK E. MOSS, *U.S. Senator.*

(The foregoing letter was sent to the following individuals:)

- Mr. Max C. Gardner, director, Utah State Land Board, State Capitol, Salt Lake City, Utah.
 Mr. Gus P. Backman, Salt Lake City Chamber of Commerce, Post Office Box 329, Salt Lake City, Utah.
 Mr. Bernie R. Diamond, manager-secretary, Ogden Chamber of Commerce, Ogden, Utah
 Mr. R. G. Hemingway, president, Ogden Chamber of Commerce, Ogden, Utah
 Mr. Dean R. Smith, secretary-manager, Cache Chamber of Commerce, 360 North Main Street, Logan, Utah
 Mr. W. H. Garrett, president, Cache Chamber of Commerce, 360 North Main Street, Logan, Utah
 Mr. Jay L. Broadbent, president, Utah Wool Growers, Inc., 855 South Fourth West, Salt Lake City, Utah
 Mr. James A. Hooper, manager, Utah Wool Growers, Inc., 855 South Fourth West, Salt Lake City, Utah
 Mr. Howard J. Clegg, president, Utah Cattlemen's Association, 1221 Newhouse Hotel, Salt Lake City 1, Utah
 Mr. Bob Murphy, secretary, Utah Cattlemen's Association, 1221 Newhouse Hotel, Salt Lake City, Utah.
 Mr. Miles P. Romney, manager, Utah Mining Association, Kearns Building, Salt Lake City, Utah
 Mr. H. Wright Wolker, Utah Division Counsel, Rocky Mountain Oil & Gas Association, 310 Utah Oil Building, Salt Lake City, Utah
 Hon. Mars Pope, Grand County Commission, Moab, Utah
 Hon. Ralph J. Miller, Sr., chairman, Grand County Commission, Moab, Utah
 Hon. Dan Holyoak, Grand County Commission, Moab, Utah
 Hon. Raymond R. Sitterud, chairman, Emery County Commission, Orangeville, Utah
 Hon. Delbert Tidwell, Emery County Commission, Greenriver, Utah
 Hon. Clyde E. Conover, Emery County Commission, Ferron, Utah
 Hon. K. S. Summers, chairman, San Juan County Commission, Monticello, Utah
 Hon. William R. Hurst, San Juan County Commission, Blanding, Utah
 Hon. Hyrum T. Black, San Juan County Commission, Blanding, Utah
 Hon. Carlyle Baker, chairman, Wayne County Commission, Teasdale, Utah
 Hon. John A. Brinkerhoff, Wayne County Commission, Bicknell, Utah
 Hon. Worth Sorenson, Wayne County Commission, Loa, Utah
 Hon. Gerald Oviatt, chairman, Carbon County Commission, Dragerton, Utah
 Hon. Albert Santi, Carbon County Commission, Price, Utah
 Hon. Louis Kosec, Carbon County Commission, R.F.D. No. 1, Helper, Utah
 Hon. LeGrand Farnsworth, chairman, Garfield County Commission, Panguitch, Utah
 Hon. Sam Pollock, Garfield County Commission, Tropic, Utah
 Hon. E. D. Haws, Garfield County Commission, Escalante, Utah

- Mr. Ernest H. Linford, The Salt Lake Tribune, 143 South Main Street, Salt Lake City, Utah
 Mr. John W. Gallavan, The Salt Lake Tribune, 143 South Main Street, Salt Lake City, Utah.
 Mr. Herbert F. Kretchman, The Salt Lake Tribune, 143 South Main Street, Salt Lake City, Utah
 Mr. O. Preston Robinson, Deseret News, 31-33 Richards Street, Salt Lake City, Utah
 Mr. William B. Smart, Deseret News, 31-33 Richards Street, Salt Lake City, Utah
 Mr. Samuel J. Taylor, publisher, Moab Times-Independent, Moab, Utah
 Mr. Clarin D. Ashby, publisher, Emery County Progress, Castle Dale, Utah
 Mr. George E. Jones, publisher, San Juan Record, Monticello, Utah
 Mr. N. J. Tullius, publisher, Helper Journal, Helper, Utah
 Mr. Hal MacKnight, publisher, The Sun-Advocate, Price, Utah
 Mr. Stanley J. Mikulewicz, publisher, Garfield County News, Panguitch, Utah

Senator Moss. I am doing this simply to round out the record, to make it clear that this information has been as widespread as I have been able to make it, putting this information into the hands of the people of my State, the people of the Department of the Interior, and others who would be concerned about it. With the further provision that the record will remain open now until the 15th of May, it is my hope we can then have before this subcommittee all of the information and all of the comments that are to be made, so that we may then consider this matter in executive session and determine what kind of a bill we want to recommend, if any, to the full committee, which, in turn, then will have the responsibility of deciding whether to recommend to the Senate as a whole a bill for its consideration and its action.

I do appreciate my colleagues' being here and others who were here earlier in the day.

This hearing is now recessed. If it is necessary, the chairman will call a further open hearing. But it is expected that the statements can be filed for the record.

(Whereupon, at 2:55 p.m., the subcommittee recessed, subject to the call of the Chair.)

(Under authority previously granted, the following statements and communications received subsequent to the hearing on S. 27 were made a part of the record:)

STATEMENT OF HON. SHERMAN P. LLOYD, A REPRESENTATIVE IN CONGRESS FOR THE SECOND DISTRICT FROM THE STATE OF UTAH

I give wholehearted support to the principle of S. 27, establishing the Canyonlands National Park. The areas of agreement among informed persons regarding conditions of the proposed park are now so dominating that action on the bill should proceed forthwith. The few remaining areas of disagreement, including the drawing of the precise boundaries, should not be beyond the power of reasonable men to resolve—and at an early date. Upon the responsible accommodation of these remaining areas of disagreement depends my complete and final endorsement of S. 27.

Within the proposed boundaries of the bill, the Federal ownership is 231,532 acres, with an additional 27,000-plus acres of State land. There is no private land within the area. Consequently the cost of acquisition to the Federal Government will be nothing, except for the amount required to pay for State lands which cannot be acquired by exchange. In the words of Max N. Edwards, Assistant Secretary and Legislative Counsel to the Department of the Interior, as presented for this record: "So when you look at it, it is a real bargain in comparison to other authorizations with which this committee and the Congress have been faced. I think it is also important to point out to this committee that in considering this bill no private residences or employment will be disturbed because there are none."

But my purpose in introducing this statement into the record is not to emphasize the singular lack of expense to the Federal Government, important as this is, but

rather to give voice to the incomparable opportunity now afforded to the Congress of the United States to add to the national park system a land without comparison anywhere in the world.

On April 6, 1963, the author of the bill, Senator Frank E. Moss, of Utah; Senator Wallace F. Bennett, the senior Senator from Utah, and Laurence J. Burton, Utah First District Congressman, met with Gov. George D. Clyde, of Utah, in Salt Lake City at a meeting suggested by Governor Clyde to which I was also invited as the fourth and final member of the Utah congressional delegation and which invitation I accepted wholeheartedly.

Subsequent to my acceptance, the House Banking and Currency Committee upon which I serve acted upon legislation pertaining directly to the use and supply of silver, a matter of important economic interest to my State, and this bill was called up for action in the House at a time which conflicted with my planned visit to the Salt Lake City meeting on Canyonlands. I therefore canceled the Salt Lake trip in the conviction that the three congressional delegates in attendance with the Governor could make progress to agreement which I could support.

While the Salt Lake meeting did result in progress, there remained and still remain final steps toward full agreement. This involves, in addition to matters to be hereinafter noted, the precise language which will give to the United States and to Utah as national park area the incomparably beautiful and rare country of the canyonlands, at the same time reserving for reasonable and proper development the more obvious areas of oil and mineral wealth for beneficial use and orderly development. The successful culmination of this final agreement is our present challenge.

I will not add to the record duplicate testimony which has been submitted in detail and depth in this and previous records.

I endorse the descriptions of the beauty and inspiration of the geologic fantasies created by nature in the wierd and colorful world which surrounds the confluence of the Green and Colorado Rivers in Utah. The uranium boom of the 1950's helped raise this fantastic land to public notice. Before those years, I traveled in this and adjoining areas of my State as a Scoutmaster and saw the wonder and inspiration which these magic lands brought to young eyes and believe these unbelievable beauties should be protected and supervised with the respect and talent which the National Park Service contributes to the preservation of the supreme wealths of nature.

As a Utahan, I will be proud to have the searchers of beauty by the millions, in this and future generations, draw on the inspiration of these temples of rock and spirit.

Canyonlands is an area of untold oil and mineral wealth. As the result of new discoveries, the assessed value of property in San Juan County, in which most of canyonlands is located, jumped from \$3.4 million in 1953 to \$132 million in 1960. The school district became self-sustaining and contributed a surplus to other school districts of Utah under the State's uniform school fund. The announced termination of Government purchases of uranium resulted in a decline in this valuation, but oil, potash, and other mineral reserves make the area unique in national park regions and require open minds to prevent unwise and excessive lockups of economic resources.

There has been great impetus to creation of canyonlands by the present Secretary of the Interior, Mr. Stewart L. Udall. As a Utahan, I should like to add my voice to the others who have expressed public appreciation to him. Secretary Udall would prefer a larger acreage in the park, as is well known, but it is my very sincere hope that he will recognize the validity of the arguments of those whom I support, which is that benefits to education and other vital needs support the recognition of boundaries and uses which will allow reasonable utilization of mineral as well as esthetic resources.

There now remain three principal areas in which more precise agreement is necessary. They are:

1. Boundaries, particularly those in the northeast portion where there must be an accommodation with appropriate development of minerals, oil, and other private uses. It is my hope there may be agreement among all four members of the Utah congressional delegation which will represent the consensus of informed opinion and the needs of the National Park Service.

2. Language of the so-called phaseout provisions. This should be sufficiently clear to discourage future litigation, at the same time giving proper weight to public and private rights.

3. Improvement of language pertaining to exchange of Utah school lands within the proposed park area for similar sections outside the proposed park

boundaries. This language should accurately and equitably represent the interests of both the Federal Government and the State of Utah.

I pledge my efforts to encourage and achieve these final decisions upon which a united effort toward the establishment of the Canyonlands National Park can be launched and which will be evidence of the intelligence of the civilization of our day.

SALT LAKE CITY, UTAH,
May 13, 1963.

Senator ALAN BIBLE,
Chairman of the Senate Committee on National Parks,
Senate Office Building, Washington, D.C.:

If a national park of the magnitude proposed under S. 27 were effected, it is the position of the Utah Wildlife Federation that (1) there must be a legal vehicle to allow public hunting in conformity with existing State laws and regulations, and (2) if such provisions are not made, we would propose the establishment of a Canyonlands National Park confined to key scenic areas, these areas to be closed to all public hunting, and would further recommend the balance of the surrounding areas be made a Canyonlands National Recreation Area which would be open to public hunting and fishing in accordance with existing State laws and regulations.

UTAH WILDLIFE FEDERATION,
EDWARD G. RICHARDS, *President.*

MOAB, UTAH, May 14, 1963.

Senator FRANK E. MOSS,
Senate Public Land Subcommittee,
Senate Office Building, Washington, D.C.:

By resolution adopted Tuesday, May 14, 1963, this organization representing over 100 business and professional people in southeastern Utah urges your speedy approval of Senate bill 27 calling for creation of Canyonlands National Park.

Realizing that this measure will be besieged by many amendments some of which have been publicized in the press we urge you to give favorable consideration only to those amendments which will allow Canyonlands National Park to conform to the high standards and traditions of the national park system.

In this vein we urge defeat of amendments which would involve radical departure from traditional national park creation and operation and stand in opposition to a resolution of the best interests of southeastern Utah and its people.

MOAB, UTAH, CHAMBER OF COMMERCE,
JERRY HAVEL, *President.*

STATEMENT OF HAROLD S. CRANE, DIRECTOR, UTAH STATE DEPARTMENT OF
FISH AND GAME, MAY 14, 1963

At the onset, we feel the Utah State Fish and Game Commission's statement of April 23, 1962, prepared for the 1962 Canyonlands National Park hearings and presented at the Salt Lake hearing by Director Crane, is as applicable now as then. We, therefore, propose that this be entered into the current congressional hearing record on establishment of a Canyonlands National Park. An attachment of this statement is herein appended for this purpose.

Considerable time and effort have been devoted during the past few years to the establishment of a national park or national recreational area in the Canyonlands section of southeastern Utah. Several major proposals have been made. In brief these include:

1. S. 2387, August 8, 1961: Senator Moss' bill for Canyonlands National Park to include 330,212 acres; later amended (S. 2387, February 7, 1962) to encompass 300,000 acres with hunting provisions in the amended bill.
2. H.R. 8573, August 8, 1961: Representative King's bill for a Canyonlands National Park for 300,000 acres, no hunting provision.
3. H.R. 8574, August 8, 1961: Representative Peterson's bill for a Canyonlands National Park of 300,000 acres, no hunting provision.

4. S. 2616, September 22, 1961: Senator Bennett's bill for Needles National Park, Upheaval Dome National Park, and Grandview National Park comprising 11,380 acres with hunting provisions.

5. S. 3744, September 24, 1961: Senator Bennett's bill for 102,000 acres of the more scenic areas in Canyonlands to be included as true national park and 208,000 acres as a national recreation area where hunting would be in accordance with State regulations.

6. The Udall proposal of February 1962 for a Canyonlands National Park encompassing 332,000 acres with no hunting provision.

7. Report of Gov. George D. Clyde's nonpartisan special committee on proposed Canyonlands National Park, March 14, 1962, approximately the same as covered in S. 3744.

8. S. 27, January 14, 1963: Senator Moss' bill for a national park encompassing 257,000 acres and S. 27, amendment of April 22, 1963, reducing acreage in the northern portion of proposed park where the land is of known mineral character and adding acreage on the southern boundary of proposed park for an overall size of 253,600 acres, no hunting provisions were provided.

From this it is readily apparent that hunting provisions have been an integral part of several of the major proposals. The current S. 27 bill and amendment, however, does not include hunting provisions even though the companion bill, S. 2387 of 1962, did so. This appears inconsistent since S. 27 includes most of the former area of major deer hunting concern and adds an additional acreage in the southeastern portion which now includes Cedar Mesa and upper Lavender Canyon, both of which are deer areas. Overall, the present bill provides only about 11,520 acres less in the southwestern portion than S. 2387 bill, yet S. 2387 made provisions for hunting, while S. 27 entirely omits this consideration.

If a national park of the magnitude proposed under S. 27 were effected, it is the position of the Utah State Department of Fish and Game that, (1) there must be a legal vehicle to allow public hunting in conformity with existing State laws and regulations and (2) if such provisions are not made, we would propose the establishment of a Canyonlands National Park confined to key scenic areas, these areas to be closed to all public hunting, and would further recommend the balance of the surrounding areas be made a Canyonlands National Recreation Area which would be open to public hunting and fishing in accordance with existing State laws and regulations.

There is ample evidence to support the above position as being consistent with responsible conservation-minded individuals, organizations and agencies. We cite but a few.

Contrary to the ever-current popular belief that national parks were set up in perpetuity to preclude hunting, there is ample evidence that key predecessors fully recognized the need for hunting, particularly in balancing big game to the capacity of the range resource. Somewhere along the line their philosophies were perverted and supplanted by an inviolate sanctuary policy of national park management which for years has clouded the need for harvest of surplus game in Yellowstone and subsequently established national parks. The Park Service only belatedly has accepted the principle of hunting as the only practical management tool to protect the basic big game and range resources.

It is evident that such prominent conservation leaders as President Theodore Roosevelt, clearly understood the role and need for hunting in the "granddaddy" of our national parks—Yellowstone. For in this national park prototype he clearly visualized the inviolate sanctuary concept as but a temporary situation designed to give transient protection to wildlife, but not ruling out future game harvest as needed. His prophetic words attest to this:

"While our first duty is to conserve wildlife, yet whereas with the elk of Yellowstone the animals are now (1880—just 8 years after establishment of Yellowstone National Park) multiplying to an excessive degree, it is wise to encourage their killing by sportsmen. You should emphasize the need of a heavy killing of elk that have their summer homes in Yellowstone Park. If they are not killed, they will die of disease and starvation and there will be infinitely more misery. Under no circumstances will the shipping of elk to other places be an adequate solution. For some years to come, from 5,000 to 10,000 elk can be harvested yearly with great advantage to the herd."

More recently the National Park Advisory Board on Wildlife Management, appointed by Secretary of the Interior Udall, released their report of March 4, 1963. Although they supported the philosophy and need for hunting of ungulates in national parks, they recommended this largely be done by park personnel;

however, in the establishment of new parks where hunting has been traditional they promoted the idea of a combined national park and recreation area as noted:

"In such cases it may be necessary to designate core areas as national parks in every sense of the word establishing protective buffer zones in the form of national recreation areas where hunting is permitted.

"Recreational hunting is a valid and potentially important use of national recreation areas which are also under jurisdiction of the National Park Service. Full development of hunting opportunities on these areas should be provided by the Service."

Consideration of Canyonlands as a national recreation area has other management and administrative advantages. It has the decided advantage of being consistent with the existing Glen Canyon National Recreation Area which protrudes well into the proposed Canyonland area.

We also point out that Resolutions Nos. 8 and 10 of the International Association of Game, Fish & Conservation Commissioners 1962 annual meeting are descriptive of the philosophy of this great and responsible conservation organization.

"RESOLUTION NO. 8. SURPLUS GAME PROBLEMS WITHIN THE NATIONAL PARKS AND MONUMENTS

"Whereas the International Association of Game, Fish & Conservation Commissioners has gone on record in the past to the effect that surpluses of big game occurring within the national parks should be subject to game management controls, consistent with similar controls exercised in nonpark areas; and

"Whereas the Secretary of the Interior has recently recognized the serious implications of surplus national park game animals and has evidenced his concern over this problem by appointing a nationwide committee of outstanding conservationists to advise him relative to a resolution to this problem: Now, therefore, be it

Resolved, That the International Association does hereby commend the Secretary of Interior for his recent actions appointing said committee; and be it further

Resolved, That the International Association does hereby call to the attention of this committee past resolutions on this subject, adopted by this association; and be it further

Resolved, That this association calls to the attention of the Secretary's committee the following management facts bearing on this subject:

"1. That State game departments have the responsibility for management of big game herds within the individual States.

"2. That many State game departments as a part of this management responsibility must assume a financial obligation for damages done by big game herds associated with this national park surplus problem.

And be it further

Resolved, That the States do tender the assistance of their big game technicians to aid the Secretary's committee in arriving at a final recommendation to this problem."

"RESOLUTION No. 10. EXPANSION OF NATIONAL PARKS

"Whereas the National Park Service has indicated that it has broad plans for expansion of the national park system; and

"Whereas the increasing population of our Nation is requiring the State game and fish departments to provide more opportunities for hunting and fishing; and

"Whereas the previous expansion of the national park system has had the effect of reducing hunting and fishing opportunities: Now, therefore, be it

Resolved, That the International Association of Game, Fish & Conservation Commissioners urges the Congress to leave the authority for the management of game and fish in the hands of the State game and fish departments whenever any authority is granted to the National Park Service to create any new areas or to increase the size of existing areas."

Further, the key professional wildlife organization on the continent known as the Wildlife Society, has through its council, adopted a statement similar to those already presented.

We would further note that compatible language to ideas expressed by the preceding individuals and groups is written into a current bill seeking establishment of the Ozark National Rivers Area in Missouri (this is S. 16 bill). Section 6(b) of this bill provides: "The Secretary shall permit hunting and fishing on lands and waters under his jurisdiction within the Ozark National Rivers Area in accordance with the laws of Missouri * * *."

We feel similar language should be contained in the Canyonlands National Parks bill or Canyonlands National Recreation Area, whichever Congress sees fit to establish after the deliberation of information submitted. We trust, however, regardless of the type of area established that adequate provisions will be given to hunting and fishing in this area, thus allowing the Utah State Department of Fish and Game to continue to meet our management obligations to the public and the resources.

STATEMENT OF HAROLD S. CRANE, DEPARTMENT DIRECTOR, UTAH STATE FISH AND GAME COMMISSION, APRIL 23, 1962

In approaching the proposed Canyonlands issues we desire to clarify the position of the Utah State Department of Fish and Game to note that we are not opposed to the establishment of national parks and in this instance, the proposed Canyonlands National Park, provided adequate safeguards are enacted to properly manage the fish and game resource in perpetuity. The salient feature which must be incorporated in this proposal is that the administration of the fish and wildlife resources should rest with the State.

By legislative mandate the Utah State Department of Fish and Game is charged with the responsibility of propagation and management of fish, game and furbearing animals. The department is likewise concurrently charged with the responsibility of providing maximum recreation to the public consistent with the proper management of the individual game and fish species involved.

The weight of responsibility to meet future hunting and fishing demands rests heavily upon departmental administrators shoulders. In the short span of the next 18 years our State population will conservatively approach 1,500,000 people. A brief insight into what this means in terms of recreational demands upon but one wildlife resource is noted. Thus, we must provide for at least 250,000 deer-hunters annually by the year 1980.

If we are to discharge this responsibility to any degree of adequacy, we must not only constantly improve our technology and management, but purchase and develop critical game habitat and continue cooperative range rehabilitation projects with Federal and other agencies. In addition, we must assuredly oppose any laws or regulations which curtail hunting opportunities such as occur under present national park policy. Furthermore, we must place greater reliance on areas which currently have but limited use. In the case of the area under discussion this is chiefly due to inaccessibility. In addition, in the face of future hunting demands it does not appear justifiable to lose public hunting on these same lands now open merely because another Federal agency takes control.

Over the years of the existence of our Nation, tradition and basic philosophy have effected the realization that the ownership of game belongs to the individual State. Supreme Court rulings have further legally amplified that the ownership of game is vested in the State in its sovereign capacity. These particular points are highly significant in the establishment of Canyonlands National Park since they clearly point out that ownership of the wildlife species is in the charge and management of the State agency so designated, and not the Federal Government unless this right is relinquished.

We fully recognize the economic and esthetic values of the proposed Canyonlands National Park and believe that its scenic values in strategic areas truly merit park status. However, we maintain public hunting is consistent with the formation and operation of such a national park and is in fact in conformity with a basic premise of original national park legislation relating to enhancing the preservation of natural flora and fauna. Even the National Park Service has belatedly recognized that hunting was the only practical method to protect the basic wildlife and vegetative cover. Thus, in Yellowstone National Park during the past winter, park personnel removed approximately 5,000 head of elk.

The philosophy that hunting is a necessary management tool and should be a legitimate recreational use of the national park is not a singular position of the Utah State Department of Fish and Game, but is a philosophy internationally acclaimed by responsible conservation agencies.

Hunting and fishing is traditional in the United States. In early years it was a necessity and in later years became a form of recreation important to the economics of the Nation and the social, moral, and physical well-being of our citizens. The right and authority to manage resident species of wildlife, including game and fish, is recognized as a basic State responsibility. State game and fish agencies through research and management experience have kept pace with wildlife environment changes, due to both artificial and natural causes, and consequently are best qualified to manage the renewable natural resources.

These land and water areas to be established and administered by the National Park Service are to be withdrawn or acquired from public and private holdings that are now subject to State laws and regulations, wherein fish and wildlife management is concerned. This present relationship is completely compatible and is serving the best interests of the public.

We are apprehensive of transferring any new areas to the National Park Service unless proper safeguards are assured. The concern is apparent for the following reasons:

1. The failure of the park service to properly manage wildlife populations to the extent that even the primary reason for the establishment of the park is destroyed.

2. The announced park policy which states: "Public hunting is neither the appropriate nor practical way to accomplish national parks and national monument management objectives. Recreational hunting, however well justified and appropriate in other places, is irreconcilable to national park and national monument purposes."

We believe public hunting properly controlled will not detract from a national park, but will actually enhance it by keeping the flora and fauna in proper balance. In order to accomplish this the International Association of State Game, Fish and Conservation Commissioners have proposed that the following wording be included in all new legislation involving units of the National Park Service: "The Secretary shall permit hunting and fishing within the area in accordance with the laws of the State or States. The Secretary may designate zones where, and establish periods when, no hunting may be permitted for reasons of public safety, administration or public use and enjoyment."

Federal legislation relating to hunting on lands administered by the Park Service has already been utilized in such regions as national recreational areas to provide the annual harvest of game through hunting administered by the respective State game agency. It should also be noted that the visitor use of national forests and public domain lands is of considerable magnitude. Surely public hunting has not adversely affected these uses.

Our congressional delegates are cognizant of these wildlife problems within existing national parks, both in and out of our State. They genuinely realize the necessity for a legal vehicle to provide for hunting in the proposed Canyonlands National Park.

We are indeed appreciative that these men, together with other congressional delegates, see the desirability and need for public hunting in new national parks. Additional features should be added to these bills in order to effectively manage the species and provide necessary future hunting opportunities. Since present bills restrict all hunting to big game only, there is a decided need for an extension to include hunting of all game species. Further, the State of Utah should maintain jurisdiction over the hunting since resident game is a basic state resource. Thus, the final decision of hunting would rest where it currently does, with the respective State agency rather than the Secretary of Interior.

Basic hunting provisions in the proposed Canyonland National Park bill is patterned after that of the Teton National Monument in Wyoming. It should be noted for valid reasons that the Wyoming State game commission is not satisfied with the Teton arrangement. (S. J. Jiacoletti, Wyoming State fish and game commissioner—letter dated March 5, 1962.) Their extensive experience with these hunting regulations should be utilized to maximum benefit in the proposed Canyonlands Park situation.

What is the status of the wildlife resource in the proposed Canyonlands area? While a brief current status is herein presented, we view the future with optimism if hunting is continued and when additional access is affected.

Fish.—Fishing within the area is not important at present although there are excellent populations of channel catfish and other warm water fish throughout the river system. Proposed upstream impoundments coupled with the expanding human population should result in a very important fishery in the future. Proposed developments on both the Green and Colorado Rivers above the Canyonlands area will greatly improve the water quality for future boating and fishing uses.

Mule deer.—There has been considerable misunderstanding of the status of deer within the proposed Canyonlands area. Although deer occur throughout the Canyonlands, the southern portion and Colorado and Green River bottoms are the areas of most importance. The southern portion of the proposed Canyonlands is a winter range for portions of the San Juan deer herd unit. In addition to the migratory herd there exists a resident deer herd, principally in the Salt Creek area. Deer also abound along the entire river system and represent a substantial resource.

Though both resident deer and some migratory deer have been located within the proposed canyonlands area during the past hunting seasons, poor access has limited the harvest. Hunter access is a vital necessity and is a tool long recognized to accomplish management objectives. In fact in the Henry Mountain area, approximately 50 miles west of this canyonlands area, practically the entire 1,000 head annual deer harvest can directly be attributed to access road programs.

The canyonlands will thus provide significantly more hunting as accessibility is improved. It should also be noted that the use of boats to hunt deer along the Colorado and Green Rivers is becoming an increasingly popular form of hunting. A continuance of this hunting will both provide increased recreational use and an adequate harvest of deer to the proper use of the available habitat.

Mountain sheep.—Although not numerous, and never having been hunted, these animals also occur throughout a sizable portion of the area. Potentially, huntable populations could occur which would necessitate proper management.

Antelope.—Although not presently found within the area proposed, there are portions that are excellent antelope habitat. These are primarily the mesas, north of the confluence between the Green and Colorado Rivers. Antelope were originally native to the area and with proper management could be reestablished.

Beaver.—These are abundant throughout the river system. Continued harvest of beaver will keep them in check with the available food supply and will provide significant esthetic and economic returns to the public.

Upland game birds.—Within the proposed site are several areas containing substantial populations of chukar partridge. These are: Lower Indian Creek, almost the entire length of Salt Creek, Lockhart Basin and the Colorado and Green Rivers both above and below the confluence. Currently they are spreading into new areas within the proposed park area. Actually, because of the remoteness of the area the total possibilities have never yet been fully investigated. With the advent of additional access into the area, increased hunting opportunities can be effected and more intensive management can be practiced. Such management facilities as artificial water developments will extend the distribution of upland game birds.

In summary the following major items are basic to the proper management of the wildlife resources in the proposed Canyonlands National Park area:

(1) The ownership of all resident wildlife species rests with the State of Utah and the administration and regulation of this resource should be accomplished by the State through existing State laws and regulations.

(2) The anxiety of this department is not concerned with old and established national parks but with new units of the National Park Service such as proposed. It is on these new units that the Park Service would restrict hunting on Federal, State, and private lands currently open to public hunting. Public hunting will not interfere with such units but will actually enhance them by keeping the flora and fauna in proper balance.

(3) The need for management of the wildlife resource is apparent and recognized by the National Park Service. The wording proposed by the International Association of Game, Fish and Conservation Commissioners will allow the Secretary to fully protect areas where and when necessary; yet will allow management where it is necessary or advisable.

(4) Congress has recognized other uses on national parks and particularly on other lands administered by the National Park Service.

(5) Future hunting in the canyonlands area will materially increase with the advent of accessibility of the region to the public. Unless provisions are made for wildlife management, overpopulation and resultant damage to flora as well as fauna can be expected.

(6) We cannot agree with the National Park Service's policy of denial of public hunting as expressed: * * * "Public hunting is neither the appropriate nor practical way to accomplish national parks and national monument management objectives. Recreational hunting, however well justified and appropriate in other places, is irreconcilable to national park and national monument purposes."

(7) Contemplated use of the river system is primarily recreation; i.e., boating, fishing, hunting, water skiing, camping, etc. Consequently, they are secondary uses as far as the National Park Service is concerned unless the designation is, "National Recreation Area."

It is our desire that Congress will see the need for incorporating features herein expressed by this department and other conservation agencies in this and all new National Park Service units. Current and future issues must be faced honestly and realistically. Decisions must be faced on facts and not sentiment.

