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GREAT SALT LAKE NATIONAL MONUMENT

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

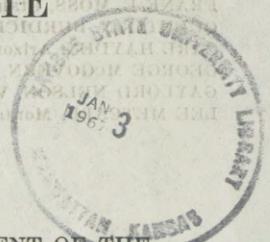
EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

S. 25

A BILL TO PROVIDE FOR THE ESTABLISHMENT OF THE
GREAT SALT LAKE NATIONAL MONUMENT, IN THE STATE
OF UTAH, AND FOR OTHER PURPOSES



JUNE 15 AND OCTOBER 4, 1966

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GREAT SALT LAKE NATIONAL MONUMENT

WEDNESDAY, JUNE 15, 1966

U.S. SENATE,
SUBCOMMITTEE ON PARKS AND RECREATION
OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Salt Lake City, Utah.

The subcommittee met, pursuant to notice, at 9:05 a.m., Senator Frank E. Moss presiding.

Present: Senators Moss, Church, and Jordan of Idaho.

Also present: Roy M. Whitacre, professional staff member.

Senator Moss. The hearing will come to order.

This is a public hearing being held by the Parks and Recreation Subcommittee of the Senate Interior and Insular Affairs Committee. Present are Senators Church and Jordan of Idaho.

I want first to welcome my colleagues to this hearing. Both are members of the committee, and devote much of their time to the problems of the West—to our parks and recreation areas, our public lands and our reclamation projects, and all of the other matters which are of concern to us in this area where much of our great scenic beauty is concentrated, and where we always need more water.

This subcommittee has been holding hearings in Idaho on the beautiful Sawtooth area which I am sure many of our Utah people know well. Our hearings were held at Sun Valley, and then we traveled into the Sawtooths by helicopter. This afternoon, after we have completed these hearings, we are going to visit Antelope Island by helicopter, and also swing up to the Golden Spike Monument while we have the copters available.

This will give the members of the committee, the committee staff, and the officials of the National Park Service, who have come from Washington for these hearings, an opportunity to see both Antelope Island and Golden Spike while they are here.

I want next to introduce Mr. George Hartzog, the Director of the National Park Service, who is here with some of his assistants. Mr. Hartzog is seated over in the front row and he will be one of our early witnesses. He has been out here several times to help us with our problems, and we are grateful to him for his cooperation.

We have many other distinguished guests, but I will not try to introduce them all. I will simply say that we are most happy that you are here.

Our hearings today concern an area which is the distinguishing feature of our State, but whose potential has never been fully developed. The Great Salt Lake is one of the most interesting phenomena in the world. The only other body of water which possesses similar characteristics is the Dead Sea in Israel and Jordan. Great Salt Lake

carries minerals within its waters which constitute 25 percent of its density. People float on it like corks.

The lake is Utah's special landmark. This city, this county in which we sit today, get their names from it. Every schoolboy in the country knows about its unique character.

Great Salt Lake also has a vast industrial potential, and we have recently been working on problems which have slowed up this type of development. We believe we have these problems pretty well solved now, and that the industrial exploitation of the brines can go forward.

We are concerned today primarily with the use of the lake as a scenic and recreational attraction. The lake was famous for many years because of Saltair, a pavilion built out over it from which people could swim and go boating in its salty waters, and enjoy its unusual scenic attractions. But the lake is a fluctuating body, and the water goes up and down, and not too many years ago it left Saltair high and dry.

We have been for some time in a downward trend on the lake level, because we have been diverting waters which flow into the lake, and because we have been in a period of drought. This wasn't always the story, however, and the lake could rise again once we build the central Utah project and begin to bring Colorado River water over into the Great Basin where some of it could drain into the lake. We don't know what is going to happen, of course. We can only speculate. But we do know that the lake is up more than 4 feet this year, and that because of its shallow character, its waters have spread over a much larger area than a 4-foot rise would normally embrace.

The bill before us today is S. 25, and I would like to discuss briefly some of the technicalities about it, because we will be hearing testimony on what is an amendment to the bill, and this has been somewhat confusing to some people.

S. 25 was introduced in January 6, 1965, and is pending before the Interior and Insular Affairs Committee of the U.S. Senate. After it was introduced numerous conferences were held with the National Park Service, the Governor, the park and recreation commission here in Utah, and others, and it was decided to make some rather extensive modifications in the bill. It was simpler to have an entirely new bill printed, so that was what we did, calling it "an amendment in the nature of a substitute."

It really is the same bill, but it has new language in some places, and is what we call a "clean bill." The words "intended to be proposed" which you see in the first line, do not mean that this bill will be proposed in the future. It has been proposed, and is pending before the committee.

The purpose of the bill is to set aside Antelope Island and a little of the water around it as a recreational resource. We are trying to work out a cooperative arrangement between the Federal Government and the State government so that both may participate in providing the facilities on the island which we think will be most desirable.

You will note by reading the bill carefully that we have written in language to protect both present and future rights to the waters and minerals of the lake. We have made it clear that the establishment of

the Great Salt Lake National Monument on Antelope Island will in no way impinge upon industrial development elsewhere in the lake; that there will be no requirement that water must be maintained at any given level, that the rights anyone now has to water or minerals in the lake are guaranteed, and that no one will be inhibited from acquiring in the future a water right to water which may flow into the lake. We have spelled these rights all out carefully to make sure that passage of the bill is not going to impede the use of the lake and its waters for other purposes.

At the same time we have directed that Antelope Island remain inviolate as a national monument for the people to enjoy; that it be developed with roads and hiking trails, interpretive points and overlook sites, bathing beaches, and boating harbors, and areas where wildlife can flourish.

As everybody in Utah knows, there is a herd of buffalo on the island now, and we hope to reintroduce the antelope, from which the island got its name, and other species of game. There are many small animals and birds which could thrive in the island habitat.

The island is in almost a virgin state. There is a ranch on the eastern side, where some cattle graze and there are a few cultivated fields. But the western slope of the island is just as primitive as it was the day the pioneers came into the valley. The island as a whole has been remarkably preserved. In this we are very fortunate, since it is a unique island in a unique inland sea.

The most striking aspect about Antelope Island is, of course, the geologic story that it tells. From various points on the island the story of the Great Basin can be read in its entirety from old Lake Bonneville down to Great Salt Lake. A person can stand on the Great Fault escarpment along the Wasatch Front, and can look back and see the whole face of that mountain and trace the geologic history there, and then look westward over the salt flats that are so famous for speed racing and trace more geologic history there. This story is the real scenic lure of the area, I think.

Well, I have probably talked much longer than I should. I am full of my subject, as they say.

But I have given a great deal of thought to the development of the Great Salt Lake. In fact, the first year that I went to the U.S. Senate I introduced a bill to create what I then called the Great Salt Lake National Park. It took in a wider area than this bill. We held hearings on the park proposal, both in Salt Lake and in Ogden, and compiled a very valuable record. We took the information gathered in those hearings, and through a longtime refining process, we have evolved the bill before us here today. The area we would set aside as a national monument is confined to Antelope Island and does not include any part of the waters of the lake except a buffer zone of water off the west side of the island—about a thousand yards of water that will always be protected for the monument.

Today we are going to try to bring those earlier hearings up to date by getting specific information on this particular bill. I will ask that a short prepared statement I had be put in the record of the hearings at this point, but I won't read it because I have already talked too long.

(The statement referred to follows:)

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

The Great Salt Lake is unique among American bodies of water. It possesses singular attractions with scientific and recreational values. Neither can be fully appreciated, however, because a lack of access to more than just a few citizens.

In 1959, when I first went to the Senate, I began working with the various departments and agencies in both the Federal and State governments in an effort to work out a proposal which would best offer the proper amount and type of development of the Lake and Antelope Island.

In the 86th Congress, I introduced a bill to create a Great Salt Lake National Park. After many years and several hearings, the thrust of our effort has evolved the present bill.

I believe that we have come up with the very best combination of Federal-State cooperation for the development of Antelope Island which can be achieved. The specific bill, S. 25, which we are considering today, was introduced in the Senate on January 6, 1965. On September 20, of last year, I introduced an amendment to my original bill, and it is the amended bill which is under discussion at this time.

In order to more fully clarify the purposes and goals of my bill, I will take a few moments to outline its significant provisions and sections.

The amended bill extends the boundaries of the proposed National Monument to include all of the Island and certain off-shore waters. In all, this version of the bill encompasses 29,000 acres of land and 14,365 acres of water. There will be no interference with chemical and mineral exploration and development operations now underway or contemplated for the Great Salt Lake.

The western side of Antelope Island is in primitive condition. It embraces the best educational display of geological history of the Great Basin from the present back to the Ice Age. The story of the Great Salt Lake is dramatically told in its rock formations and terraces which stretch up the side of the mountain ridge running through the middle of the Island.

On the Eastern side of the mountains, sweeping grasslands occupy much of the land area extending to the crusted salt flats. At the northeastern end of the Island, there is an especially attractive area, with a sandy beach, which is ideally suited for the location of a visitor center and facilities for bathing and boating.

By including the entire Island in the National Monument, the National Park Service and the State of Utah can join to create a new, nationally-publicized recreation area, which, I am informed, will attract at least one-million visitors annually.

Antelope Island, The Great Salt Lake and accompanying attractions offer perhaps the most unique new recreation opportunity in the west. A glance at a highway map shows two major interstate highways which will be able to connect with the Island access roads. I-15, The North-South Interstate highway in Utah, will be able to connect with the North Entrance Road to the Island, as contemplated by the Park Service preliminary plan. This plan also calls for using the Davis County road which is partially completed now. I-80, the coast-to-coast highway, will offer a connection to the South Entrance Road, and in this way, visitors will have a scenic loop system which will enable them to enjoy first-class access to the Island from the metropolitan centers of the Wasatch Front.

My amendment contains specific language allowing the State of Utah to continue with diking activities now underway in the experimental program to create a fresh-water lake on the Eastern shore of Antelope Island, leaving a salt water lake on the West.

It also provides that the National Park Service will grant to the State of Utah a concession to operate or develop some of the recreational facilities. This would mean increased involvement by the State with a major new attraction, and it will assure development of the type of facilities Utahans desire.

Senator Moss. At this point I direct that a copy of S. 25 and the amendment in the nature of a substitute be included in the record. Also a copy of the departmental reports on the bill when they are received.

(The data referred to follow :)

[S. 25, 89th Cong., 1st sess.]

A BILL To provide for the establishment of the Great Salt Lake National Monument, 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 the Secretary of the Interior may acquire on behalf of the United States by gift, purchase with donated or appropriated funds, or otherwise, lands, submerged lands, waters, and interests therein within the following described area for establishment as the Great Sale Lake National Monument:

Beginning at a point on Antelope Island in section 29 township 3 north, range 3 west, Salt Lake Meridian, on the crest of the north-south ridge at elevation 6,596 mean sea level;

thence southerly along the crest of the ridge approximately 8 miles to the southern tip of Antelope Island; thence south one-quarter mile to a point in Great Salt Lake;

thence along a line in Great Salt Lake running clockwise around and one-quarter mile from the shoreline of Antelope Island westerly, northerly, easterly, and southerly to a point in Great Salt Lake one-quarter mile east of the east shoreline of Antelope Island on the easterly projected north section line of sections 16 and 17, township 3 north, range 3 west, Salt Lake Meridian;

thence westerly along the said projected north section line to the crest of the north-south ridge in section 17; thence southerly along the crest of the ridge approximately 2¾ miles to the point of beginning.

SEC. 2. When title to the lands and waters within the area described in section 1 of this Act is vested in the United States such area shall thereby be established as the Great Salt National Monument and the Secretary of the Interior shall publish notice of such establishment in the Federal Register. For the purposes of this Act the shoreline of Antelope Island shall be the water level on the date of approval of this Act.

SEC. 3. (a) The Secretary of the Interior shall administer the Great Salt Lake National Monument in accordance with the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4), as amended and supplemented, and in connection therewith he shall provide such interpretive and educational facilities as are necessary to depict for the education and inspiration of the people of the United States the scientific history of the Great Salt Lake and its environs.

(b) The Secretary may construct, operate, and maintain a causeway or causeways and related facilities, in order to provide suitable public access to the monument from the mainland, and he may acquire lands, submerged lands, waters, and interests therein by such means as he deems to be in the public interest for the purpose of providing such access facilities.

(c) The Secretary may construct, operate, and maintain suitable facilities for public bathing and boating in the Great Salt Lake.

(d) Nothing in this Act shall be construed as requiring that the water level of Great Salt Lake shall be maintained at a constant level.

SEC. 4. Neither the provisions of this Act nor the establishment of a monument pursuant to this Act shall be construed as (1) restricting or preventing in any way the acquisition, on or after the date of its enactment, by the State of Utah, any political subdivision thereof, or any person of any right with respect to (A) any water flowing into the Great Salt Lake; (B) any water comprising a part of the Great Salt Lake; or (C) any minerals (including oil or gas) or other chemicals within or under the Great Salt Lake; or (2) impairing, diminishing, or affecting in any way any valid right of any such State, subdivision, or person existing on the date of enactment of this Act with respect to any such water, minerals (including oil or gas), or chemicals; except that nothing in this section shall be construed as authorizing any such State, subdivision, or person to exercise any such rights referred to in this section within the boundaries of any monument established pursuant to this Act, or (3) restricting or preventing the State from exercising any right to construct roads across any part of the Great Salt Lake, to alter the shoreline, or to take any other lawful action on the shores or bed of the Great Salt Lake outside of this monument.

SEC. 5. There are authorized to be appropriated such sums as are necessary to carry out the provisions of this Act.

[S. 25, 89th Cong., 1st sess.]

AMENDMENT (in the nature of a substitute) Intended to be proposed by Mr. Moss to S. 25, a bill to provide for the establishment of the Great Salt Lake National Monument, 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 the Secretary of the Interior may acquire on behalf of the United States by gift, purchase with donated or appropriated funds, or otherwise, lands, submerged lands, waters, and interests therein, within the area described in subsection (b) of this section for establishment as the Great Salt Lake National Monument.

(b) The area referred to in subsection (a) of this section means—

(1) (A) all of that certain area which, under the Federal survey of 1856, was described as Antelope Island, in the Great Salt Lake, and which is within the metes and bounds of such island as established by the meander line under such survey, plus

(B) all of that certain area, which consists of relicted lands appurtenant to the area described in clause (A), beginning at a point known as Egg Island off the northern tip of said Antelope Island and running generally southward to the southernmost point on said Antelope Island, all of said relicted lands lying on the westerly and northwesterly side of said Antelope Island, plus

(2) all that certain area (consisting of water and submerged lands) appurtenant to the area described in paragraph (1) (B) and bounded by a line each part of which lies one thousand yards distant from the nearest portion of any part of the area described in paragraph (1) (B).

SEC. 2. When title to the lands and waters within the areas described in section 1 of this Act is vested in the United States such areas shall thereby be established as the Great Salt Lake National Monument and the Secretary of the Interior shall publish notice of such establishment in the Federal Register.

SEC. 3. (a) The Secretary of the Interior shall administer the Great Salt Lake National Monument in accordance with the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4), as amended and supplemented, and in connection therewith he shall provide such interpretive and educational facilities as are necessary to depict for the education and inspiration of the people of the United States the scientific history of the Great Salt Lake and its environs.

(b) The Secretary may construct, operate, and maintain access roads, causeways, and related facilities, in order to provide suitable public access to the monument from the mainland, and he may acquire lands, submerged lands, waters, and interests therein by such means as he deems to be in the public interest for the purpose of providing such access facilities.

(c) The Secretary is authorized and directed to enter into an agreement with the State of Utah to enable and empower said State of Utah to operate and manage recreational facilities such as boating, bathing, and horseback riding and to establish and operate motel accommodations, camping sites, restaurants, picnic areas, and other recreational athletic or personal welfare facilities within the Great Salt Lake National Monument at such places as shall be mutually agreed between the Secretary and the Governor of the State of Utah, and the State of Utah shall have power to charge use fees and to operate said land areas, beaches, and facilities in accordance with good business practice, and said agreement shall be continued and renewed so long as the State of Utah continues to establish and operate all of said facilities, buildings, and areas in conformance with the overall plan and administration of the Secretary of the Interior as prescribed in section 3 (a) of this Act in establishing, operating and maintaining the Great Salt Lake National Monument for its scenic, scientific, recreational values for the perpetual benefit of the people of the United States, but in the event that the State of Utah fails to keep the provisions of its agreement with the Secretary, the agreement between the Secretary and the State of Utah may be terminated one year after the Secretary shall give written notice of intent to so terminate: *Provided*, That a public hearing regarding the performance of the State shall be conducted at least six months prior to the termination date to hear all interested parties, and thereafter the Secretary may withdraw his notice of termination if in his opinion the public interest will be served and protected under the agreement.

(d) Nothing in this Act shall be construed as requiring that the water level of Great Salt Lake shall be maintained at a constant level, and nothing in this

Act shall be construed to prevent or inhibit the State of Utah or its authorized agents from building dikes on the bed of the Great Salt Lake, from raising or lowering water levels bordering the Great Salt Lake National Monument, or after consultation with and approval of the Secretary, from attaching dikes to Antelope Island to establish and maintain water levels.

SEC. 4. Neither the provisions of this Act nor the establishment of a monument pursuant to this Act shall be construed as (1) restricting or preventing in any way the acquisition, on or after the date of its enactment, by the State of Utah, any political subdivision thereof, or any person of any right with respect to (A) any water flowing into the Great Salt Lake; (B) any water comprising a part of the Great Salt Lake; or (C) any minerals (including oil or gas) or chemicals within or under the Great Salt Lake; or (2) impairing, diminishing, or affecting in any way any valid right of any such State, subdivision, or person existing on the date of enactment of this Act with respect to any such water, minerals (including oil or gas), or chemicals; except that nothing in this section shall be construed as authorizing any such State, or a political subdivision thereof, or person to exercise any such rights referred to in this section within the boundaries of any monument established pursuant to this Act, except to attach dikes to Antelope Island, as provided in section 3 hereof, or (3) restricting or preventing the State from exercising any right to construct roads or dikes across any part of the Great Salt Lake, to alter the shoreline, or to take any other lawful action on the shores or bed of the Great Salt Lake outside of this monument.

SEC. 5. There are authorized to be appropriated such sums as are necessary to carry out the provisions of this Act.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., September 1, 1966.

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 an amendment (in the nature of a substitute) to S. 25, introduced on September 20, 1965, "To provide for the establishment of the Great Salt Lake National Monument, in the State of Utah, and for other purposes."

We recommend the enactment of the substitute bill if amended as suggested below.

The bill authorizes the Secretary of the Interior to acquire the area comprising Antelope Island and certain land and water areas appurtenant to the island in Great Salt Lake, Utah, and to establish such areas as the Great Salt Lake National Monument. The Secretary will administer the national monument in accordance with the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4), as amended and supplemented.

The bill provides that it shall not be construed as requiring a constant water level in Great Salt Lake, nor as preventing the State of Utah, its political subdivisions, or any person from acquiring water or mineral rights outside of the National monument, nor as impairing any such existing rights, nor as preventing the State of Utah from constructing roads across the lake, altering the shoreline, or taking other lawful action on the shores or bed of the lake outside of the national monument.

Great Salt Lake is the living remnant of the vast Lake Bonneville of Pleistocene time. Lake Bonneville is the classic Ice-Age lake, and is of world-wide renown. Its wave-cut terraces, as much as a thousand feet above the present water level, were recognized in the last century. Ever since it has been the subject of intensive study—not only for its relict lake features, its great salt deposits, and its briny remnant waters, but also for its effect on the distribution and evolution of plant and animal life in the Bonneville Basin.

Antelope Island—a peninsula when Great Salt Lake is at its lowest—is an excellent platform from which to see and interpret the present lake and its physiographic history. Most of the lake terraces are present on the island, and addition there are magnificent views of Great Salt Lake and of other islands, promontories, and mountain ranges that stand in and around the basin. The restricted but fascinating lake life, including reef-like algae deposits, and the products of evaporation can easily be interpreted by boat trips from this island

base. The effect of Great Salt Lake both as a barrier and as a magnet for fur trappers, explorers, Mormon pioneers, and railroad builders is an important part of the history of westward expansion.

The scientific and historical importance of the area warrant the establishment of the Great Salt Lake National Monument.

The Advisory Board on National Parks, Historic Sites, Buildings, and Monuments at its forty-eighth meeting in Washington, D.C., March 25-27, 1963, considered the scientific values associated with Great Salt Lake, and recommended that Antelope Island, or a portion thereof, be authorized for establishment in the National Park System as the Great Salt Lake National Monument.

We recommend that the bill be amended as follows:

1. On page 1, line 5, as a clarifying amendment delete "otherwise" and substitute "exchange".

2. On page 2, line 2, as a perfecting amendment change the date of the Federal survey of Antelope Island from "1856" to "1876".

3. On page 2, line 1, change "(1) (A)" to "(1)", delete subparagraph (B) beginning on line 6 and paragraph (2) beginning on line 14 and substitute therefor the following paragraph:

"(2) all of that certain area (consisting of submerged and related lands and waters) appurtenant to the area described in paragraph (1) and bounded by a line which lies one thousand yards distant from the nearest portion of any part of the area described in paragraph (1)".

The language of the printed bill establishes only the western boundary of the national monument 1,000 yards from Antelope Island as described in the Federal survey of 1876. The amendment described a boundary which encircles Antelope Island and which lies 1,000 yards from the island as described in the 1876 survey. Such boundary will preclude industrial and other activities from being carried on immediately adjacent to important interpretive viewing areas on the other sides of Antelope Island, and will therefore preserve the integrity of the national monument. A national monument with such boundaries will encompass 29,000 acres of land on Antelope Island, as described in the 1876 survey, and 15,300 acres of related land and water.

4. On page 2, after line 19, insert the following new subsection.

"(c) In exercising his authority to acquire property by exchange, the Secretary may accept title to any non-Federal property within the boundaries of the national monument, and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require."

5. On page 3, delete subsection (b).

Subsection (b) authorizes the Secretary to construct access roads or causeways in order to provide access to the national monument. In our initial development plan, we have not provided for an access road or causeway across lands that would have to be acquired outside of the boundaries of the national monument. If the need for such facilities develops, we believe that the State should undertake the project as part of the Federal-aid Highway System.

6. On pages 3 and 4, delete subsection (c), substitute the following subsection therefor, and change subsection "(d)" to "(c)":

"(b) The Secretary is authorized to enter into an agreement with the State of Utah whereby the State may provide recreational facilities for swimming, boating, horseback riding, picnicking, and related facilities and services at such places within the Great Salt Lake National Monument as the Secretary and the Governor of the State of Utah shall mutually agree are suitable therefor. Such agreement shall require the State of Utah to provide said facilities and services in conformance with the Secretary's overall plan for, and administration of, the Great Salt Lake National Monument pursuant to subsection (a) of this section, and shall permit the State to charge fees for the use of said facilities and services in accordance with good business practices. If the Secretary finds that the State of Utah has failed to comply with any provision of such agreement, he may terminate the agreement one year after the date he gives written notice to the State of his intention to do so: *Provided*, That a public hearing on the proposed termination shall be conducted at least six months prior to the termination date for the purpose of hearing all interested parties, and thereafter the Secretary may withdraw his notice of intention to terminate the agreement if,

in his judgment, the public interest will be served and protected under the agreement."

Subsection (c) of the printed bill directs the Secretary to enter a cooperative agreement with the State under which the State would operate and manage, at mutually agreed upon sites within the national monument, recreation facilities such as boating, bathing, horseback riding, picnicking, camping, motel and restaurant facilities, and other recreational, athletic, or personal welfare facilities. The State is also empowered to charge user fees and to operate land areas, beaches, and facilities in accordance with good business practice.

We believe that the principal purpose of subsection (c) is to provide authority for the State of Utah to furnish facilities and services which are ordinarily furnished by private capital in the national park areas. We do not object to this purpose. We feel, however, that these services and facilities should be those ordinarily provided by private concessioners, that the agreement with the State should be governed by the same policies that apply to private concessioners, and that it should be clear that the provision does not impinge upon the Federal Government's management responsibilities. We recommend, therefore, the clarifying amendment set forth above. The language of our amendment is permissive rather than mandatory, in order not to preclude the Secretary from furnishing essential facilities and services for the accommodation of visitors in case the State is unable to do so.

In supporting authority for the State to provide visitor facilities and services in the national monument, we have recognized that the State already has a program of this type underway.

A 1963 Act of the Utah State Legislature created the Great Salt Lake Authority and charged it with the responsibility for planning, acquisition, development, operation, protection and maintenance of areas, resources and facilities under its jurisdiction. The Authority is specifically authorized to make studies concerning development of any part of Antelope Island for tourists and recreational uses and to secure such part of Antelope Island by donation, purchase agreement, lease or other lawful means as deemed necessary for recreational use. (See Title 65, Utah Code Annotated 1953, Replacement Volume 7, sec. 65-8-1 *et seq.*). The Authority has prepared a preliminary master plan and has made a preliminary feasible study for recreational development of the north end of the island. We have been advised that the Authority has initiated condemnation proceedings against 4,000 acres of Antelope Island for recreation use.

7. On page 4, line 25, and on page 5, line 1, delete "building dikes on the bed of Great Salt Lake, from raising or lowering" and substitute "exercising any right the State may have to build dikes on the bed of the Great Salt Lake, to raise or lower".

The reason for the amendment is to remove any implication in this bill that the State of Utah has title to the bed of Great Salt Lake in the absence of any adjudication to that effect that is binding on the United States.

8. On page 5, lines 3 and 4, delete "from attaching dikes to Antelope Island" and substitute "to build dikes within the national monument"; and on line 22, delete "attach dikes to Antelope Island" and substitute "build dikes within such monument".

The amendment makes clear that any right the State may have to build dikes within the boundaries of the national monument can be exercised only with the approval of the Secretary of the Interior.

9. On page 5, line 24, insert after "right" the words "it may have".

The reason for this amendment is the same as given for amendment number 7. Based on preliminary data, we estimate that acquisition of the non-Federal property within the boundaries we recommend for the proposed national monument will cost approximately \$1,700,000. To develop the national monument about \$8,840,000 will be needed, and annual operating costs, when the monument is fully developed, are expected to amount to \$300,000.

The man-years and cost data statement (based on current assumptions and estimates) required by the Act of July 25, 1956 (70 Stat. 652; 5 U.S.C. 642a), when annual expenditures exceed \$1 million, is enclosed.

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,

STANLEY A. CAIN,
Assistant Secretary of the Interior.

[Enclosure]

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

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
ESTIMATED ADDITIONAL MAN-YEARS OF CIVILIAN EMPLOYMENT					
Executive direction:					
Superintendent	1.0	1.0	1.0	1.0	1.0
Administrative assistant		1.0	1.0	1.0	1.0
Clerk-typist	1.0	1.0	1.0	1.0	1.0
Total, executive direction	2.0	3.0	3.0	3.0	3.0
Substantive:					
Supervisory ranger	1.0	1.0	1.0	1.0	1.0
Park ranger		1.0	1.0	1.0	1.0
Supervisory naturalist	1.0	1.0	1.0	1.0	1.0
Foreman5	1.0	1.0
Maintenance man	1.0	1.0	1.0	1.0	1.0
Caretaker		1.0	2.0	2.0	2.0
Laborer5	1.5	2.0	3.0	3.0
Park ranger (seasonal)5	1.5	1.5	1.5
Park naturalist (seasonal)5	1.0	1.0	1.0
Total, substantive	3.5	7.5	11.0	12.5	12.5
Total, estimated additional man-years of civilian employment	5.5	10.5	14.0	15.5	15.5
Estimated additional expenditures:					
Personal services	\$53,565	\$78,546	\$96,945	\$106,225	\$106,225
All other	2,246,125	1,734,115	1,998,506	2,539,692	2,048,692
Total	2,229,690	1,812,661	2,095,451	2,645,917	2,154,917
Estimated obligations:					
Land and property acquisition	1,700,000				
Development	1,925,000	2,150,000	1,675,000	2,380,000	350,000
Operations (management, protection, and maintenance)	67,650	102,661	180,451	240,917	300,000
Total	3,692,650	2,612,661	1,855,451	2,620,917	650,000

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., August 22, 1966.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs, U.S. Senate, 3106 New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for the views of the Bureau of the Budget on S. 25, a bill "To provide for the establishment of the Great Salt Lake National Monument, in the State of Utah, and for other purposes."

The report which the Secretary of the Interior is submitting describes the scientific and historical importance of this area and recommends enactment of the bill with certain amendments.

The Bureau of the Budget would have no objection to the enactment of S. 25 if amended as suggested by the Secretary of the Interior.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

Senator Moss. I would like to ask my two colleagues if they have any comment to make at the beginning before we call the first witness. I will ask first Senator Church of Idaho if he has any comment to make at this point.

Senator Church. Well, I would only like to say that I am very pleased to be here. I have followed this with considerable interest

because of Senator Moss' sponsorship over the years, and when I am in Salt Lake City I feel very much at home anyway.

As a matter of fact, even in Idaho, Ted, you will remember my complaint that nearly everyone I met at Sun Valley turned out to be a Utahan and that is how close our relationship is, and so I am pleased to be here. I hope that this hearing will prove to be constructive and that it will take us another step along the way toward the creation of a suitable monument that I think will redound to the benefit of Utah and to the country at large.

I think that you have covered the subject so adequately that I ought not to venture into that aspect of it. But I am looking forward very much to hearing the witnesses this morning.

Senator Moss. Thank you, Senator Church. We do appreciate your coming, as you have before, to sit with us and help us to work out our problems.

My other colleague, Senator Len Jordan, has an unusual distinction of having been born in Sanpete County, Utah, and I am glad that he is here with us.

Senator JORDAN. Thank you, Mr. Chairman. It is good to be back in Salt Lake and sit with you on this committee. We appreciate your attendance in Idaho of our Sawtooth hearings. The work of this committee increases in importance as the years go by. As we look forward, perhaps to the time of the turn of the century, when the population of the United States will be doubled, it behooves us now to acquire some open spaces, set them aside and make a provision for that population pressure which is sure to come.

I look forward, as we all do, to hearing testimony of this Antelope Island project, and look forward also to inspecting it and seeing it on the ground. The importance of this is more than I can say, in getting out and seeing these proposals on the ground and projecting their relationship to the total development that we hope to achieve.

Thank you.

Senator Moss. Thank you, Senator Jordan and Senator Church. I am very grateful for your attendance here today.

The other members of Utah's congressional delegation were invited by letters several days ago to be present today to testify and to participate otherwise in this hearing on S. 25. Congressman David S. King has responded by preparing a statement which he has sent to me. His complete statement will appear in the record at this point. I thank Congressman King for his response and statement.

Since he first went to the Congress in 1959, David King has taken a keen interest in the preservation, development, and utilization of our great, unique, valuable, and wondrous dead sea. His valiant efforts in the House of Representatives in his sponsorship of this legislation is appreciated, I am sure, by nearly all Utahans.

STATEMENT BY HON. DAVID S. KING, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH

Mr. Chairman: I am pleased and proud to help welcome this distinguished panel to the Utah capital and the heart of my Congressional District. I am especially pleased to see you visit Salt Lake City in hearings on such a worthy cause.

I have been convinced for many years that Utah and the Nation should be doing something to preserve and protect the great natural wonders which are

embodied in the Great Salt Lake. The Lake has always been one of Utah's outstanding attractions. The average visitor to Salt Lake City almost always lists the Great Salt Lake among the 2 or 3 things he or she is most anxious to see in Utah. I think that our people have been a little embarrassed—certainly I have—that we have not been able to show off the Lake to better advantage. The Lake is unique in our hemisphere, and its fame extends around the world. Yet this Lake has never been developed or equipped with facilities that offer the visitor much to see.

Preservation and development of Antelope Island as a National Monument offers, in my judgment, an ideal solution. The island is a natural wonder of great merit in its own right. It offers the visitor an exciting panoramic view of not only the Lake but also Salt Lake Valley and the Wasatch Range. As a National Monument, the island would provide another scenic and recreational asset to Utahans themselves. More than three-fourths of Utah's one million residents are only a matter of minutes from the island by automobile. The farthest corners of Salt Lake County, with nearly half of Utah's population, are only 40 minutes from the island by auto.

The island is a treasure chest of historical and scientific values, as well as scenic values. But I do not dwell upon this point because I know that other witnesses are better qualified than I to expand upon it.

I know that our state has lost countless millions of dollars in tourist income through our long neglect of the island and the lake and their potential.

The only thing that really alarms me about this proposal is that the people of Utah and the Nation have taken so long in getting behind it.

The citizens of both Utah and the Nation owe a great debt to Senator Moss. He first advanced the idea of incorporating features of the Great Salt Lake into the National Parks System when both of us were freshmen in Congress. In the face of an early barrage of criticism, our distinguished Senator never faltered or flinched. Instead, he displayed the great foresight which has characterized so much of his work in the Congress and simply forged ahead with increasing enthusiasm and energy to make converts to his proposal and to marshal support for it.

I am happy to count myself among the earliest converts to the idea. I am now the principal sponsor of the same legislation in the House, and I place it at the top of my own legislative priorities.

I wholeheartedly endorse this legislation, and I urge your earliest approval of it. Thank you for this opportunity to express my support.

Senator Moss. Now we have a number of very interesting witnesses to hear, including the Governor, who will be over shortly. We are going to start off today with the Director of the National Park Service, Mr. George Hartzog, and ask him to be our first witness. Will you come and take the witness stand, please, Mr. Hartzog.

STATEMENT OF GEORGE B. HARTZOG, JR., DIRECTOR, NATIONAL PARK SERVICE; ACCOMPANIED BY JOE CARITHERS, ASSISTANT DIRECTOR IN SANTA FE (SOUTHWEST REGION, NATIONAL PARK SERVICE); AND FRANK HARRISON, CHIEF, DIVISION OF LEGISLATION, NATIONAL PARK SERVICE

Mr. HARTZOG. Thank you very much, Mr. Chairman.

With your permission, I would like to have Mr. Carithers, who is assistant director in Santa Fe, and Mr. Harrison join me here today.

Senator Moss. Very good. We are glad to have you gentlemen with us. We know Mr. Carithers. He is in the Santa Fe office, which is the regional office of the Park Service in which this State falls, and, of course, Mr. Harrison we know well from working with him in Washington. He appears very often before our committee to testify on these matters and is a very knowledgeable gentleman. We are happy that they are with you, Mr. Hartzog.

Mr. HARTZOG. Thank you, Mr. Chairman.

Mr. Chairman and members of your committee, we have no departmental report and, therefore, my responsibility today is to testify with respect to our proposal, and the significance of this area, and then we will be pleased to try to answer any questions which you or members of the committee may have.

For purposes of orientation, the map on the right is a general vicinity map which shows the location of Antelope Island to Great Salt Lake and to the north of it the recently authorized Golden Spike National Historic Site. It also shows the relationship of these two areas to the surrounding national forest lands. The map on the left shows the general vicinity data of the island itself, involving some 28,000 acres of land on the island, and about 15,300 acres of relicted land and water extending outward at an average of a thousand feet from the shore of the island.

I might call your attention to the fact that over to the east side, the detached island that shows up approximately midway actually existed on the 1876 survey, but does not now exist. It is under water, so that the red line really is in the water area.

Mr. Chairman, the Great Salt Lake is the living remnant of the vast Lake Bonneville of Pleistocene time. Lake Bonneville is the classic ice age lake, and is of worldwide renown. Its wavecut terraces, as much as a thousand feet above the present water level, were recognized in the last century. Ever since it has been the subject of intensive study—not only for its lake features, its great salt deposits, and its briny remnant waters, but also for its effect on the distribution and evolution of plant and animal life in the Bonneville Basin.

Antelope Island—a peninsula when Great Salt Lake is at its lowest—is an excellent platform from which to see and interpret the present lake and its physiographic history. Most of the lake terraces are present on the island, and in addition there are magnificent views of Great Salt Lake and of other islands, promontories, and mountain ranges that stand in and around the basin. The restricted but fascinating lake life, including reef-like algae deposits, and the products of evaporation can easily be interpreted by boat trips from this island base. The effect of Great Salt Lake, both as a barrier and as a magnet for fur trappers, explorers, Mormon pioneers, and railroad builders, is an important part of the history of westward expansion.

The scientific and historical importance of the area warrant the establishment of the Great Salt Lake National Monument. The Secretary's Advisory Board on National Parks, Historic Sites, Buildings and Monuments, recommended the establishment of the Great Salt Lake National Monument in March of 1963.

The bill, as you have explained, would establish the area as a national monument. It would be administered by the Secretary under the basic National Park Service authority of the act of August 25, 1916. It would provide also for the State to operate the concession facilities on the island.

This map to the left shows our general development plan, beginning on the north, we would propose an entrance station and the completion of the presently started road that approaches the island now.

Senator CHURCH. George, I wonder if I may interrupt? If one of the Park gentlemen might point these out it would be better.

Mr. HARTZOG. I would be delighted to; yes, sir.

Senator Moss. There is a pointer right by the map, I believe.

Mr. HARTZOG. A road has been started at the north end, to connect up the north end of the island. It will be proposed to complete this and have an entrance station operation at this point.

We would propose that at this point a bathhouse and pier and picnic shelters and generally picnicking and camping supplies.

We would also propose here an interpretive overlook and shelter areas for additional picnicking.

At this location on the east side of the island would be salt water facilities, boating, and these kind of things in connection with the marina operation. We would propose a system of trails and roadways around the island generally to interpret the scientific, geologic features with an interpretive overlook here, an observation interpretive center here, another interpretive site here, and there is a trail system around this, and an overlook at this point, a small campground here and a small campground here, connected again, as you see, with a system of trails, with interpretive sites along the interior trail system, an interpretive site at this location, and another salt water bathing beach at this general location here.

As you know, most of the items are on the west side of the island because this is the side of the island, we feel, looking toward the lake and which affords a real opportunity to tell the geologic story.

We would propose the headquarters, administrative and maintenance unit on the east side of the island in proximity to where the ranch headquarters now exists, with another entrance on the south end of the island here, in this general vicinity.

The bill also provides that with the concurrence of the Secretary, a series of dikes, which is now being planned by the State, could be attached at either end of the island, and we believe that these are compatible with the overall development and interpretation of the resource.

We would be pleased, Mr. Chairman, to answer any questions which you or members of the committee may have. Thank you, sir.

Senator Moss. Thank you, Mr. Hartzog.

You said the Secretary's Advisory Board had recommended this in 1963. Can you expand on what that Board is a little for me, please?

Mr. HARTZOG. Well, sir, this is a statutory Board authorized by the Congress in 1935 to advise the Secretary with respect to the policies and programs of the National Park Service, and to evaluate proposals for additions to the national park system. As a matter of fact, all proposed additions to the national park system are referred to this Board for its advice in advance of the Secretary recommending them to the Congress.

Senator Moss. This is a Board drawn from all over the United States?

Mr. HARTZOG. It is an 11-member Board, sir. Four categories are required by the Congress to be represented on the Board. One in history, one in archeology, one in architecture, and one in human geography, with the other seven to be appointed as the Secretary chooses from interested people; generally, they are outstanding conservationists. All of these members are nationally prominent in their field. The present Chairman of the Board is Dr. Melville B. Grosvenor, the president and editor of the National Geographic. The im-

mediate past Chairman of the Board is Dr. Wallace Stegner, a professor at Stanford University.

Senator Moss. Our own Harold L. Fabian served on that Board; is that right?

Mr. HARTZOG. Harold Fabian was the second past Chairman of the Board.

Senator Moss. We think a lot of Mr. Fabian out here. He is chairman of our State park recreation commission now, and, of course, has done so much for this and for all the western part of the country, and, indeed, the whole United States. We are certainly proud of him because his contribution to the national park program has been immense, not only with respect to service on the Advisory Board, but with particular reference to his service at Grand Teton National Park, which is one of the very important units of the national park system.

I want to underline the fact that this proposed monument had been considered and recommended by this very eminent Board, which would indicate that there are strong national reasons to believe that this is an outstanding area and that it isn't all just local pride welling up in us here in Utah.

You spoke of the possible site of the headquarters and mentioned the ranch. This is a rather unique ranch. I understand, because of the old ranchhouse, which I am told is the oldest continuously inhabited dwelling in the State of Utah and still being used as a dwelling house.

Would it be the plan of the Park Service to preserve that and tell its story along with the geological story of the island?

Mr. HARTZOG. Sir, we have no plan at the moment for the preservation of this house. It is our general policy, however, in connection with the areas of the national park system, to now tell the important human history associated with these areas, and as a result of this we are expanding the interpretive programs in many areas to portray the structures that are found there.

I suppose one of the more significant interpretations of the human history is the Fur Trappers Museum in Grand Teton National Park, which tells the story of the mountain man and fur trader in Jackson's Hole, so it would be our purpose to tell the human history that is associated with Antelope Island.

Senator Moss. This has a considerable history associated with the early Mormon settlers here. The church at one time owned the island and it was called Church Island for many years, and this is part of the history that perhaps should be saved on the island.

You pointed out the description in the bill of the area to be created as a monument. It really went to the meander line, as shown on the plats as far as the east side of the island is concerned, but that on the west side it extended to the water.

Mr. HARTZOG. Yes, sir.

Senator Moss. Would that then have to be a fluctuating line, the one on the west side?

Mr. HARTZOG. No, sir. The bill actually specifies a thousand yards and we think that as at Cape Cod and other areas which have water boundaries, these can be established and marked with buoys and other devices without great difficulty.

Senator Moss. Do you think that is an adequate zone of salt water offshore of the island?

Mr. HARTZOG. It is important, Mr. Chairman, because it protects the environment of the island against industrial or residential or commercial encroachment, as it may arise in the evolving process of land reclamation around the lake. Our planners tell me they believe this is an adequate boundary for this purpose.

Senator Moss. The bill calls for the Secretary and the Governor to enter into an arrangement for the State to become a concessionaire, as it were, on the island, assuming the State elects to do that and apparently the State is interested. Could you tell me how these concession agreements would be expected to operate?

Mr. HARTZOG. I would be pleased to, sir.

The Congress has now established as a matter of law the policies under which we shall administer concession programs, and generally the terms of the agreement is restricted to 30 years. The concessioner is charged with the responsibility of providing the basic improvements needed to provide the service. The services provided are those which are agreed upon by the Secretary and the concessioner.

The rates that are charged by the concessioner are rates that are satisfactory to the Secretary, and the quality of service must also be satisfactory to the Secretary.

The policy of the Congress has been to provide that the concessioner shall have a possessory interest in the facilities that are placed on the federally owned land, and this has been defined as a legal concept to involve all incidents of ownership except naked legal title, which, of course, vests in the United States for reasons of the underlying ownership of the fee.

I believe these are the high points of the concession policy, Mr. Chairman.

Senator Moss. As I understand it then, the National Park Service would set forth the general plan as to how they want the island developed and where different functions would be carried on on the island.

Mr. HARTZOG. Correct, sir.

Senator Moss. Then the concessionaire, whoever he is, would be authorized to go ahead and furnish these services, but with some overseeing by the Park Service. Then the service would not deteriorate and would be in keeping with the general standard of National Park Service. Under those arrangements then, both would continue to operate. But the National Park Service would own the land, it would acquire the land and own the fee to the land; is that correct?

Mr. HARTZOG. Yes, sir.

Senator Moss. Do you have a rough estimate on cost of acquisition? This island is almost entirely privately owned and by one owner.

Mr. HARTZOG. Yes, sir.

Senator Moss. Do you have a rough estimate on cost of acquisition?

Mr. HARTZOG. We have prepared an estimate of cost, including the administrative overhead, appraisals, and other services associated with the acquisition that would involve approximately \$1,700,000 for the acquisition of the non-Federal lands.

Senator Moss. This would be just to acquire the lands?

Mr. HARTZOG. Yes, sir.

Senator Moss. Then do you have any estimate of what the development costs would run to, because I assume you are going to have to bring some water over from the mainland and things of that sort?

There are springs on the island and maybe you can tell me whether you think those springs can be developed enough to supply the needs of the monument?

Mr. HARTZOG. Well, exclusive, sir, of the investment by the concession and commercial facilities, we estimate that the Federal investment in the interpretive facilities, the roads and trails and the comfort stations, and so forth, will involve approximately \$8,840,000.

Now, in these areas we assume the responsibility of providing the water. Our development plan does contemplate the utilization of the water that is on the island, and may I ask Mr. Carithers about this other question?

Senator Moss. Surely.

Mr. HARTZOG. We have, in these figures, an estimate—I am sorry, I do not have it broken out here because we do not have the backup detail on this gross figure, but Mr. Carithers tells me that the costs of the development and collection facilities for the springs on the island would be approximately the same amount as bringing the water to the island from the mainland, and we will do it whichever way appears to be more feasible.

Senator Moss. In other words, if you can develop the water on the island and do it in enough quantity for lesser amount than bringing a line over, you would do it that way?

Mr. HARTZOG. That is right.

Senator Moss. But you also will examine into the other—

Mr. HARTZOG. That is correct.

Senator Moss (continuing). Source of bringing a line across from the mainland so that there is adequate fresh water on the island.

Mr. HARTZOG. One reason the total feasibility of this has not yet been evaluated is, as you realize, the contemplated diking there, which would change the east side environment to fresh water facility and the possibility of taking water there.

Senator Moss. I would ask you a question or two about the possibility of diking that the State is examining. The bill, as you referred to it, specifically provides authority to attach a dike to either end of the island, if that plan should ever be implemented by the State.

Is it your opinion and the Park Service's opinion that it would enhance or degrade the monument to have a fresh water lake created on one side and a salt water lake on the other?

Mr. HARTZOG. Well, sir, the interpretive values are largely on the west side of the island, so we believe that the creation of a fresh water environment on the west side of the island could be a significant addition in terms of the recreational opportunities that can be made available at the north end of the island, which would provide for a fresh water environment of recreation. We think it has another interesting potential. That is, if these dikes are properly located and provided you develop the possibility of a loop trip, taking off from the mainland, going south, entering the island from the south, and going northward and over to Promontory Point and north to Golden Spike and back in terms of a historical loop, and we think this could be a very interesting addition.

Senator Moss. Loop drives are quite popular, are they not?

Mr. HARTZOG. They are becoming extremely popular and one of the very wonderful ways, really, of accommodating tremendous numbers of people with very limited intrusions on private property

ownerships to scenic easements, you control the easements, and you can accommodate fantastic numbers of people on these one-way loop roads we have been experimenting with.

Senator Moss. We are fast completing the Interstate Highway System, and the road from San Francisco on the west coast would come right along the south end of the Great Salt Lake. The North-South interstate, passing through Idaho and to the north, will also go very close to the eastern shore of the lake.

With that as a background, do you have any estimates of how many people we might expect to come and view our lake and our island, after these interstate roads are built?

Mr. HARTZOG. Our estimates are 320,000 per year on the island itself. Of course, if you were to develop a loop drive through this series of dikes, it would greatly expand this potential.

Senator Moss. I mentioned in our conversation last night that every year we have more than a million visitors come to Temple Square in the city of Salt Lake, and it is my opinion that every one of those folks would like to go out and see the lake, too. So without any computers or anything to base it on, I would be willing to guess there would be a million of them wanting to go to see the lake.

Mr. HARTZOG. This has been the consistent pattern, Mr. Chairman, of our figures. They have generally been underestimated. I, by nature, would rather understate the problem.

Senator Moss. Now, if that fresh water lake came to be a reality on the east side, and recreational facilities such as water skiing and so on could readily be done from beaches on the east, is there anything in here to inhibit that being done?

Mr. HARTZOG. No, sir.

Senator Moss. There also is a considerable area east and toward the south end of the island that is now marshland and in which wild fowl are harvested—both public shooting grounds and many private shooting grounds are there. Would that be impaired in any way, in your view, by the creating of this monument?

Mr. HARTZOG. It would not; no, sir.

Senator Moss. I will let my colleagues ask questions. Do you have any questions, Senator Church?

Senator CHURCH. I have some questions about the roads. From the map you have an entry planned from the southern end of the island, and a road system that will pretty well cover the island, a loop plan that runs around it. Why are you planning a bridge to give entrance to the north end? Why do you feel that is necessary?

Mr. HARTZOG. Well, sir, it is constructed to here now [indicating], and—

Senator CHURCH. It is constructed to where?

Mr. HARTZOG. Right here, sir [indicating], within about a mile or a mile and a quarter of the island now, and it already exists.

Senator CHURCH. This is not, then, a result of the park plan.

Mr. HARTZOG. No, sir. Our plan would be, however, to complete it so that you just don't have a dead end, and we think that it offers possibilities, too, in terms of dispersing the visitation over the long turn.

I might say that this road that you see on the east side here is completed up to where, Joe, around in here [indicating], along in here someplace—the road on the east side? A ranch road.

Mr. CARITHERS. There is a road now that goes from here up to about this point [indicating].

Mr. HARTZOG. Right here. So what our planners have proposed is to connect these so that we can loop it and in this way if your visitation exceeds your estimates, this is one thing we are planning more and more for, is that you can one-way this system, and you don't double your capacity. You more likely triple or quadruple your capacity without additional road construction. And as I said at the beginning, we think the best interpretive potential is actually along the west shore of the island rather than the east shore.

Senator CHURCH. Can you indicate, George, on the smaller map where the State might construct the dikes that we have been discussing?

Mr. HARTZOG. Sir, we have a map here that actually shows their plan. The dike is under construction to this point now. Their proposal would involve connecting another dike across, it would have to stay with this because the other one is covered up. It would, in effect, hook up to Promontory Point here.

Senator MOSS. I want you to use names and descriptions for the record because, unless you specify them, the record won't be meaningful.

Mr. HARTZOG. Then you can develop this loop road that goes up to Golden Spike National Historic Site, and back. They also have a proposal that, of course, with this existing road that is across at the south end would become a dike to prevent the overflow here and develop this as a local resort area adjacent to this road here.

Senator MOSS. May I interject?

Mr. HARTZOG. Yes, sir.

Senator MOSS. One of the points is that substantially all of the water that feeds into the lake comes from the east side, the Jordan, Bear, Weber, and Ogden Rivers and some of the creeks, and, therefore, what comes into the lake, coming in from the east side, has to flow around the north end of the island to get into the lake and that is the reason that a bridge would be needed there.

Now, if you had a diking arrangement, it would then be a sort of a spillway so that at a certain height it would flow over that spillway and into Salt Lake.

Senator CHURCH. I see.

Senator MOSS. But some water has to go by the north end of the island into the lake.

Mr. HARTZOG. And this plan also contemplates that ultimately they would dike to the west so as to contain the Great Salt Lake itself, and a spillway in this general direction of the lake level now.

Our planners have had a look and we believe that a thousand foot boundary, plus the control of the Secretary to agree on the location of where these dikes hook up, so they actually tie in to the development plan, are consistent with the overall preservation of the scientific resources.

I should make it clear, sir, that our values on here are geologic and scientific. In other words, this is a national monument rather than a national park concept.

Senator CHURCH. You are not presently contemplating any Federal participation insofar as the dikes are concerned?

Mr. HARTZOG. No, sir.

Senator CHURCH. I think that is all, Mr. Chairman.

Senator MOSS. Thank you, Senator Church. Senator JORDAN.

Senator JORDAN. Thank you, Mr. Chairman. Mr. Director, this bill has been before the Congress since the opening of the session in January of 1965. That is nearly a year and a half ago. Why is there no Department report on this bill?

Mr. HARTZOG. Sir, I do not know when the Department's report was requested. I would submit for your consideration, however, that the amendment on which a report has been requested was not introduced until September 20 of 1965.

Senator JORDAN. That is nearly a year ago, 9 months ago.

Mr. HARTZOG. Furthermore, I am advised now by the staff that this general plan of development could not be undertaken until this amendment was introduced, and as you see, the general plan of development has just been completed, because as a matter of fact here is a draft of the report which is going to the Bureau of the Budget. It was finished last week.

Senator JORDAN. I see.

It has been touched on somewhat briefly, but what are the unusual features of this project that would qualify it for a national monument rather than, we will say, a State park?

Mr. HARTZOG. Well, sir, we believe that the story of the Great Salt Lake and the geology that it represents is one of the nationally important facets of the natural history of this country and, as I mentioned at the outset, we think the primary values of the area are its primary geologic values rather than its primary recreation resources.

We think the recreation here is an added advantage, but certainly a secondary consideration in terms of the national significance of this area. This is why we would propose a distinction.

Senator JORDAN. What are the differences in elevation on the island as between the highest point and lake level?

Mr. CARITHERS. The lake level at mid-June is at 4,197 feet above sea level, the highest point is 6,596.

Senator JORDAN. Mention has been made as to some fresh water supply on the island. How adequate is it for this enlarged development which you propose?

Mr. HARTZOG. Well, sir, the tentative examination would seem to support the conclusion that it is adequate. However, the planners have considered the alternative of a water supply from the mainland in the event the detailed water survey does not support these tentative conclusions. So that the estimate of cost is based on an either/or proposition.

Senator JORDAN. I am curious to know what the water table would be, of the depth of the water table under it and whether the water there would be brackish or fresh water?

Mr. HARTZOG. Sir, this is exactly what we are interested in finding out before we make a definite commitment to you as to which system we propose to use.

Senator JORDAN. To your knowledge no wells have been drilled to ascertain it?

Mr. HARTZOG. We have not done the exploratory work, no sir. We have examined simply the data available and the surface evidence.

Mr. CARITHERS. I might add, there are numerous springs on the island, but the owner has not drilled any wells. He does dry farm. He is concerned about damaging the aquifer and he has not drilled, but there are numerous springs to support quite a sizable cattle operation.

Senator JORDAN. The landownership, according to this, shows Federal 223 acres, State 80 acres, private 25,822 acres, relicted 15,300 acres, for a total of 41,425 acres. Is that approximately correct?

Mr. HARTZOG. Yes, sir.

Senator JORDAN. With respect to the private ownership, how many owners are involved here?

Mr. HARTZOG. Two owners, sir.

Senator JORDAN. Two owners only?

Mr. HARTZOG. Yes, sir.

Senator MOSS. One of those is very small, isn't it?

Mr. HARTZOG. My understanding is one is about 40 acres and the other is the rest of it.

Senator JORDAN. You estimate the land acquisition will be \$1,700,000. On what do you base that estimate?

Mr. HARTZOG. This is based on an appraisal of the property, plus the addition of estimated costs of appraisers to support the acquisition, the costs, overhead costs of negotiation.

Senator JORDAN. Has anyone contacted the major owner to ascertain if he would be willing to dispose of his property?

Mr. CARITHERS. I think the owner has expressed an interest in disposing of his property, yes, sir.

Senator JORDAN. This bill, Mr. Director, calls for an open-end authorization, section 5:

There are authorized to be appropriated such sums as are necessary to carry out the provisions of this Act.

You and I know it will never get through the committee with that language. What would you suggest the precise sum to be substituted for that open-ended authorization?

Mr. HARTZOG. Sir, we will stand on the figure that we submitted to you earlier for development of \$8,840,000, in land acquisition of \$1,700,000, which is a total of about \$10,540,000, I believe it is.

Senator JORDAN. A total of \$10,540,000?

Mr. HARTZOG. Yes, sir.

Senator JORDAN. You would be willing to have that item substituted for the vague language in section 5?

Mr. HARTZOG. We would be pleased to accept the wishes of Congress in this respect.

Senator JORDAN. You calculate the cost of operation will be \$300,000 a year?

Mr. HARTZOG. Yes, sir.

Senator JORDAN. Thank you, that is all.

Senator MOSS. Thank you, Senator Jordan.

Senator CHURCH. I have one further question about the 15,300 acres of relicted lands. Is the title to this relicted lands clouded?

Mr. HARTZOG. Sir, I am advised that the Congress has just recently resolved this in favor of the State.

Senator Moss. I think that is the proper answer. The cloud that we have had on the relicted lands should be cleared up now that we have legislation signed about a week ago.

Senator CHURCH. Let me, if I may, pursue this, Mr. Chairman, for a moment. Has the State indicated whether it would be willing to transfer title to this 15,300 acres to the Federal Government?

Mr. HARTZOG. Since the passage of this act, sir, we have not discussed this specific issue with the Governor. I understand he will be here later this morning and maybe—

Senator CHURCH. You think perhaps that is a point we can pursue with the Governor?

Mr. HARTZOG. Yes.

Senator CHURCH. Because that represents a very significant part of the land area we are considering.

Mr. HARTZOG. That is correct.

Generally, the policy of the Congress—and this is a policy which we have followed, believing it to be the continuing wish of the Congress—is that we make no commitments for the purchase of State lands.

Senator CHURCH. Well, when you have estimated acquisition costs at \$1,700,000, were you thinking exclusively in terms of the privately owned land?

Mr. HARTZOG. Privately owned land.

Senator CHURCH. So that that figure does not include in any way the State land?

Mr. HARTZOG. No, sir.

Senator CHURCH. By my figures, your estimate comes to about \$68 an acre.

Mr. HARTZOG. That is correct, sir. We did not include any value for the State lands. You understand, however, by way of amplification, that some of these relicted lands are privately owned land, as we understand the situation, so that the figure does in fact include some of the off-shore lands, so to speak, that would be owned by the private property owner, yes.

Senator CHURCH. The adjacent landowner?

Mr. HARTZOG. Yes.

Senator CHURCH. Your estimated cost of acquisition, according to my figure, comes to about \$68 an acre. Are you satisfied that this represents a fair estimate of market value?

Mr. HARTZOG. Well, yes, sir, I am. Because under the practice which we have started pursuant to the general direction of the Congress, we have a staff appraiser establish the valuation of each one of these properties now. Or, in some instances, we retain a qualified outside appraiser. So this is not a detailed appraisal, but a detailed evaluation, the difference being that he has not analyzed every single acre. In other words, we haven't had time to do all of that, but we are satisfied this is a sound figure.

Senator CHURCH. Thank you, Mr. Chairman.

Senator Moss. Thank you, Senator Church.

I should take a little of the blame on Senator Jordan asking why the Department had not reported sooner. Under our practice, we have to sort of push the Department to get the report in, and I must confess that working on the relicted problem just consumed all of the time, and this one was sort of on the back burner until we got the

relicted lands problem settled. That is when I started pusing hard for a report, so I will take a little of the blame. Only we do want that report in something like yesterday.

Mr. HARTZOG. Yes.

Senator Moss. Thank you, Mr. Hartzog, and if there is anything either of you gentlemen have to add that you want to add to your testimony, we would be glad to have it.

I have a letter that was submitted to this subcommittee signed by Earl J. Knudson, president of the Great Salt Lake Lands Association, dealing with their position on this bill. It will be printed in the record at this point.

(The letter referred to follows:)

GREAT SALT LAKE LANDS ASSOCIATION,
Salt Lake City, Utah, June 14, 1966.

Re S. 25, a bill to establish a national monument on Antelope Island in the Great Salt Lake.

THE PARKS AND RECREATION SUBCOMMITTEE,
U.S. Senate Interior and Insular Affairs Committee,
Utah State Office Building Auditorium,
Salt Lake City, Utah.

GENTLEMEN: Pursuant to an invitation to present a statement on S. 25 at the hearing in Salt Lake City, Utah, June 15, 1966, I submit the following:

I heartily agree with the objective of S. 25 to establish a National Monument on Antelope Island in the Great Salt Lake in Utah.

Antelope Island is unique among all of the areas in the United States which have been or are now being considered for National Monument status. It is wonderfully and strategically situated almost in the center of America's largest and most famous salt lake, yet it is only approximately 25 miles from Main Street in Salt Lake City. But with all its nearness to the Salt Lake metropolitan area, the island is still in almost the same primitive condition it was when the first settlers arrived in the Salt Lake Valley. It should be preserved in this primitive condition. National Monument status is undoubtedly the best possible way to insure to this and future generations that this beautiful and remarkable island, with its magnificent view of the majestic Wasatch Mountains to the east and its glorious sunsets to the west, will not be desecrated by unwise, and probably uneconomic, development for commercial and despoiling recreational purposes.

As a National Monument, Antelope Island will retain its magnificent primitive status for all to enjoy. It will be administered and developed by the Federal Government which has the experience and the means to insure its highest and best use, and the preservation of all of its natural beauty. National Monument status will not preclude co-operation with the Utah State Park and Recreation Commission where such co-operation is found advisable. It will prevent such use of the island as might detract from its primitive and natural beauty, or which might cheapen it by unwarranted and unwise concessions to unattractive and often desecrating amusement concessions.

S. 25 should be approved and enacted into law.

Respectfully,

EARL J. KNUDSON, *President.*

Senator Moss. The Governor was scheduled to be our next witness. I told him I would give him enough notice so that he could come over from his office. I think what I will do is declare just a 10-minute recess in order for me to go over and notify the Governor, and he will be our next witness.

We can all have a stretch for 10 minutes.

(Short recess.)

Senator Moss. Will you please be seated so we may resume our hearing.

The subcommittee will come to order.

We are very pleased and honored today to have Governor Rampton of the State of Utah appear as a witness before this subcommittee. Knowing the pressures on the Governor, we are very grateful that he could arrange to come at this time. I found him in the midst of a meeting but his great interest in the developments of our State caused him to set that aside temporarily to come over here. We are very happy to have you, Governor, and we look forward to any statement you would like to make on the legislation being considered by this subcommittee. We have a question or two that we would like to ask you, and we will be happy to excuse you immediately afterward because I know you do have to return at once to your office. Gov. Calvin L. Rampton.

STATEMENT OF HON. CALVIN L. RAMPTON, GOVERNOR OF THE STATE OF UTAH

Governor RAMPTON. Mr. Senator, I might first say I was talking to the board of regents about their budget request for next year, and I was kind of glad to get out of there for a few minutes.

I wish to express my appreciation to this committee for doing us the courtesy of coming to Utah to conduct this hearing on a matter which we regard as of quite vital importance to the State and particularly to the area surrounding the Great Salt Lake.

The people of the State of Utah, particularly in the central area along the Wasatch Front, are very much concerned at the present time about the future of the Great Salt Lake. We have watched it dwindle away, we have watched it abused, and only recently have we made an effort to do something about it.

The 1963 session of the Utah Legislature created a State authority known as the Great Salt Lake Authority, funded this body, and charged it with certain responsibilities in regard to the development of the Great Salt Lake. One of the preliminary objectives of the Great Salt Lake Authority was the creation of a recreational area on Antelope Island.

For many, many years, one of the prime tourist attractions of the State of Utah was the salt air resort which is located directly west of Salt Lake City on the shores of the Great Salt Lake.

The lake has diminished in size over recent years due largely to the diversion of waters on the land before they reach the lake and the evaporation occurring over a broader area rather than on the surface of the lake itself; the old Salt Lake resort has been left high and dry. For many years some minor bathing resorts on the south end of the lake attempted to hold their own. Some of these have diminished and only in recent years have others of them reestablished themselves so that they offer adequate bathing facilities which is, as I say, one of the primary tourist attractions in the State of Utah.

At the present time we do have on the south shore of the lake one or two very fine resorts. We expect to see more and expect to see the development continue.

We have taken steps in recent years to clean up the Great Salt Lake. For many years the raw sewage from the communities adjacent to the lake were dumped into the lake. We came to realize that this was extremely poor planning, and at the present time this situation has

been corrected. We also have in mind certain long-range plans for the stabilization of the level of the lake, and due to a bill that was passed by your Congress just recently, Senate bill 265, certain provisions have been made to provide for the industrial utilization of the lake. However, we feel that equally important with the industrial utilization of the lake is its utilization for recreational purposes.

So the Great Salt Lake Authority shortly after coming into being had a long-range plan prepared, and among the features of this long-range plan was a proposal to obtain some 4,000 acres on the north end of Antelope Island, and to make this into a tourist attraction.

The Great Salt Lake Authority instituted condemnation proceedings to obtain this particular tract of land. Due to certain legal uncertainties as to whether or not the Great Salt Lake Authority possessed the right of eminent domain, this proceeding has been delayed for a considerable period of time, for a period of about a year, in fact. This matter has now been resolved, and the Great Salt Lake Authority does have the power to proceed with the eminent domain case and to obtain this land and to build upon the land a suitable facility for bathing and other recreational purposes.

We will proceed with this proposal unless the bill which is now being considered is passed, in which event we would want to consider—and I am here to present our position today—as to what we would want to do in relation to the development of this area if the Congress sees fit to pass this bill.

I would not attempt to appraise the geological assets of Antelope Island insofar as the establishment of a national park, or a national monument, is concerned. I understand that Mr. Hartzog has had surveys made of this matter and that this has been presented to the committee.

However, so far as the purely recreational aspects are concerned, this area is very inviting for the type of development which the State of Utah contemplates. If I may step over to the map.

Senator Moss. Please do. There is a pointer right there by the side if you want to use that.

Governor RAMPTON. The lake is very shallow around most of its perimeter with the result that a very small change in the elevation of the lake makes a tremendous change in the shoreline and in view of the fact that even from season to season within a given year the level of the lake tends to vary somewhat, it is difficult on resorts around the perimeter to maintain an adequate beach.

In this area of the Antelope Island, however, on the northwest corner, we have an area that is ideally suited for the location of a swimming facility. It is ideally suited first because the character of the sand there is excellent, the beach is good.

Secondly, the character of the water is good in that it is clear, and it is free from, relatively free, from pollution and we hope it will be entirely free if the matter is cleared up.

In addition to this, the slope is greater here than usually occurs, so that the location of the water edge will vary much less probably than any other place on the lake.

So the Great Salt Lake Authority, in looking for the proposal to locate a swimming facility, looked at this place, and this is generally—from this point north is the area which they propose to take.

Now, a subsequent witness to me will appear, Mr. George Buzianis, who is chairman of the Great Salt Lake Authority, and will present for your consideration the plans that we have made.

We, however, have faced certain difficulties in addition to the legal difficulty in regard to this proposal to construct this area. First, it is my opinion—which is concurred in by the members of the Great Salt Lake Authority, and we met on this matter only Friday—that we face a problem of providing adequate finances to do what we would like to do here.

Second, we feel that our resort area, if I may use that term, will have much more value if it is a part of a larger development such as is contemplated by this bill. We know that if we condemn the north end of the island, and the balance remains in private hands, we will have no control over the method by which it is used, and the use of the land for that purpose, for a private purpose, will always remain a threat to the operation of a recreational area there.

Furthermore, we face a very practical problem in the condemnation action in that, while I am certain that we have sufficient funds to pay the value of the land as it may be determined, the question of severance damages is conjectural, and what will happen there, I do not know.

Therefore it is the position of the Great Salt Lake Authority, and the position of the State of Utah, that we support this bill and would hope that this bill will be passed, and, if the bill is passed, of course, we will merge our development into your development. If this bill is not passed, then we will go ahead on our own and develop as best we can the north end of the island in accordance with a plan which will be presented to you.

I do not fear any conflict between the Federal Government in the administration of the south end of the island for a national monument and the administration of the north end by the State of Utah under contract with the Department of the Interior. Our experience in joint operations of this kind in this State have been excellent. I think no better example could be found than now exists at the Flaming Gorge Recreational Area, where I understand you gentlemen are going to go or have been.

Senator MOSS. Tomorrow we are going there.

Governor RAMPTON. You will see there the closest kind of coordination between the National Park Service, the Forest Service, the Utah Fish and Game Commission, and the Wyoming Fish and Game Commission. I believe that we can jointly administer this project equally as well.

Furthermore, I see no threat to the sovereignty of the State of Utah in agreeing to conform to certain standards which are laid down by the Department of the Interior in construction of facilities and in the operation of facilities in the area which would be left to the State of Utah.

We, in the State of Utah, are familiar with the operations that are conducted within the areas which are administered by the National Park Service. We know that the recreational facilities which they license are of the highest caliber, and this is the caliber of facility that we want the State to operate in this area. So there is going to be no conflict. It would be a consistent operation with one aiding the other. I like to enter into projects which require cooperation on all levels of

government, because it has proved to me that the Federal system is working and can work, and I believe it can work in this area, and we therefore support very strongly the enactment of this bill.

Senator Moss. Thank you, Governor.

When Mr. Hartzog was testifying, I asked him if they had any estimate of the number of visitors that could be expected to come to the island, if it were made into a monument. They had a rough estimate of about 350,000. But then we talked further about the possibility of diking and perhaps a road that would be a loop going clear up to the Golden Spike National Historic Site, and the fact that the interstates are getting pretty well along now, both north-south and east-west across the Salt Lake Valley, and I had a little higher estimate.

I wonder if you have any estimate of the number of people we might attract there?

Governor RAMPTON. Well, I do not—it would be merely a guess, Senator. I might say that, while we look forward to the day when perhaps the lake can be diked and all this accomplished, we want to move forward on more limited objectives as rapidly as we can.

There is one other thing I would like to add to my statement. The county of Davis, in which this area is located, has been so eager to get this development underway that this county has driven a road westward from what is known as Syracuse, and we will show you that this afternoon, out to within about $1\frac{1}{4}$ quarter miles of the island here. It does actually extend into the lake at the present time, and we have held up the construction of this road only because we did not feel we had the right to put the road onto the island until somebody owned the island. But that road is there and ready to go, and, as I say, if this bill should not be passed, then we would proceed immediately with the condemnation and with the construction of that road to the island.

We feel that we would like to get ahead with this limited portion of the project before us, and not have to wait for the development of the entire lake project in order to utilize the recreational benefits of this area.

Senator Moss. In other words, the diking scheme is still quite a while in the future.

Governor RAMPTON. That is right.

Senator Moss. And many things have to be proved out before we could say that it might become a reality?

Governor RAMPTON. That is so.

Senator Moss. Well, I am going to ask my colleagues if they have any questions, Governor, they would like to ask.

Senator CHURCH. First of all, Governor, let me commend you on a very fine extemporaneous presentation. I have some questions I would like to ask concerning the relicted lands. I am not certain that you are the one I should press this with. It may be that another State witness will be scheduled to testify.

Governor RAMPTON. If I cannot answer it, I will refer it to someone else.

Senator CHURCH. Fine. In any case, you know that we have wrestled, under Senator Moss' leadership in the Senate, for a long time with this relicted lands problem. We think we finally got it settled, with the President's signature of the bill last week, but I think the record should be clear with respect to how the relicted lands may bear upon

this question, and there are somewhere between 1,000 and 15,000 acres of relicted lands. The committee figures here show 15,300 acres, but I was told during the recess that this figure may be in error and that the more accurate figure would be closer to 11,000 acres. But in any case, if this land is to be in State ownership, what plan does the State of Utah have with respect to this land should the bill be enacted creating a national monument and should the Federal Government proceed to acquire ownership of the private lands?

Governor RAMPTON. Of course, most of the relicted lands that would affect this monument would be in this area here [indicating], I would think.

Senator MOSS. No; the description, Governor, is that we take the meander line, in other words, the mean high water mark on the east side, but on the west side we take all relicted lands plus a thousand yards of water so that there is always a water boundary on the west side.

Governor RAMPTON. I would think that would offer no problem at all. We are so eager to work out this problem of the island itself and to obtain a settlement of the matter of the administration of this relicted lands, that you would find the State government most willing to enter into any reasonable agreement with the Federal Government for exchange of titles here to place in the Federal Government whatever of these relicted lands were necessary to the administration of this monument. I do not think there would be any problem there at all.

I might say, in regard to the relicted lands, the reason that the State has been pushing so hard for Senator Moss' bill, S. 265, was not necessarily that the State wanted to get title but we wanted to get title somewhere so someone could know what they were doing about it. So we are not as deeply concerned about who has the title as in that we know where the title is, and we would be willing to work out any accommodation to facilitate this development.

Senator CHURCH. Fine. I appreciate your reply, Governor. I think that that question needs to be faced and we ought to have something in the record relating to it.

Can you tell me what the Great Salt Lake Authority has offered for the 4,000 acres it seeks to acquire at the northern end of the island?

Governor RAMPTON. I cannot tell you that for sure, Senator. I doubt whether negotiations have gone as far as to establish a price. But Mr. Buzianis will be able to tell you that.

I would like to say that I have been visited in the last 14 or 15 months both by the gentleman who owns the land, Mr. Alwell, and by his counsel, Mr. Campbell. They are somewhat opposed—in fact, that is an understatement—they are quite definitely opposed to the proposal of the State to acquire only the north end of the island, and, as I gather it, they are opposed to this for two reasons: First, the island is used principally now for the purpose of grazing livestock and for us to take off the north end of the island would considerably diminish the value of the balance of the island for that purpose. We feel it would increase the value actually, but for that purpose it would diminish it, and for that reason I think they do not wish to sell.

Secondly, I gathered that Mr. Alwell has sort of an emotional attachment to the island, and he does not want to see any development out there that he does not feel is in character with what he envisions

for it. So, while he would resist—as I gather it from my conversations with him and his attorney—the attempt to take only a portion of it, he would be open to negotiation for the sale of the whole area under the development contemplated.

Senator CHURCH. In other words, if he must sell, you gather it would be the opinion of the private owner that he would prefer the sale of the entire island to the National Park Service as provided under the terms of the bill we have before us.

Governor RAMPTON. That is right. That would certainly be the impression I gained from these conversations.

Senator CHURCH. I think that is all the questions I have, Mr. Chairman.

Senator MOSS. Senator Jordan.

Senator JORDAN. Governor, my questions are of a related nature, and perhaps they should be directed to someone of the Great Salt Lake Authority, but I would like to ask you. Apparently you would approve the Federal plan for development as being superior to that proposed by the Great Salt Lake Authority?

Governor RAMPTON. Insofar as the north 4,000 acres is concerned, I see no difference in what we would do with it if we go ahead on our own, and what would be done if we take it under contract as contemplated by this bill. Our proposal would not include anything in regard to the balance of the island. I believe that the development of the balance of the island as here contemplated enhances the value of the recreational facilities we are going to put on the north end, one way or another.

Senator JORDAN. I am wondering why the State of Utah confined its attention to the northern 4,000 acres of the island. You are here on the ground and it would seem if the acquisition of the entire island merits, you might have given some consideration to that.

Governor RAMPTON. It was reported to me that the figure put into this record by Director Hartzog is the cost of acquiring and developing this area and that, sir, is the complete answer. We do not have the money to do it.

Senator JORDAN. I see. How much do you calculate to spend on the 4,000 acres on the north part of the island?

Governor RAMPTON. That could better be answered, I think, by Mr. Buzianis. We have at the present time somewhere in the neighborhood of \$150,000 for acquisition.

Senator JORDAN. And you would feel no loss in State rights or State supremacy by working out a cooperative arrangement with the Federal Government.

Governor RAMPTON. I have already talked this over many times with Mr. Hartzog, and I believe that there would be nothing in the requirements established by the National Park Service which would in any way restrict the scope of the activities which we intend there. We want a fine type development there and you would require one.

Senator JORDAN. You think, then, the cost of the whole island and the development as proposed by the National Park Service is a good investment for the citizens of the United States?

Governor RAMPTON. I do.

Senator MOSS. As a matter of fact, Governor, if this Federal plan were followed, and the State came under contract and developed some

of the recreational facilities, this money that might now go into land acquisition might very well be used in the development of facilities, whereas if you had to pay it out for acquiring the land, then you would be rather hard put for additional funds to develop the bathing resources.

Governor RAMPTON. That is right. I think you know the demands on State governments for funds and that we are going to be hard put to find the funds for this development. The entry of the Federal Government in the picture would ease this problem a great deal for us.

Senator MOSS. Thank you, Governor. We do appreciate your taking time to come and give us this very fine statement.

The Governor just told me he has now arranged his schedule so that he can go with the committee this afternoon when we go to the island to actually view it on the site. That is good news. When I called him before he was afraid that his day's schedule would not allow him to go. We are pleased he is going to be able to join us.

Our next witness is Mr. Murray Moler, chairman of the Utah Travel Council, and he is from Ogden.

Mr. Moler?

STATEMENT OF MURRAY M. MOLER, CHAIRMAN, UTAH TRAVEL COUNCIL, AND ASSOCIATE EDITOR, OGDEN STANDARD-EXAMINER

Mr. MOLER. Thank you, Senator Moss, Senator Church, Senator Jordan. I have a prepared statement that I will read into the record, and I am supplying copies at the table now.

For purposes of identification in the record of this committee, I am here today in three capacities. No. 1, as an associate editor and editor of the editorial page. We use the available. Monument is a pretty long word. It has so many "m's" in it and they run out.

We point out that development of the Great Salt Lake National Monument would be a real partnership, as proposed in S. 25, between the Federal and State Governments. It would benefit the traveling public of the Nation for years to come.

The positions of the Utah Travel Council and the tourist and convention committee of the Greater Ogden Chamber of Commerce parallel the thoughts expressed in the Standard-Examiner editorial.

There are seven of us on the Utah Travel Council. We all have regular professions. We are appointed to the travel council by the Governor, subject to confirmation of the Utah State Senate. We meet periodically to review programs and establish policy to be carried out by the full-time staff that is housed in Council Hall, here on Capitol Hill.

Our council long has recognized the need for an orderly, long-range development of the recreation potential uniquely offered by Great Salt Lake.

It is not the policy of the State council to endorse—or oppose—specific legislation on any level. Our mission is to exploit the attractions as they exist. We know, however, that if Great Salt Lake and especially Antelope Island are accepted as a national monument their position on the travel map will be far brighter than as a State-only development.

Utah is justly proud of the units we already have in the great system of the National Park Service. A Great Salt Lake National Monument would fit perfectly into the pattern that has already been established so well.

The tourist and convention committee of the Greater Ogden Chamber of Commerce has stoutly endorsed S. 25, as other spokesmen for the chamber will detail at this hearing.

That is the end of the formal statement.

Senator Moss. Thank you, Mr. Moler, and the editorial you have supplied us will be printed in full in the record.

(The editorial referred to follows:)

[From the Ogden Standard-Examiner, May 29, 1966]

UNIFIED NORTHERN UTAH SUPPORT FOR GREAT SALT LAKE PARK PLAN

Unified Northern Utah support is needed when a U.S. Senate subcommittee conducts hearings next month on Sen. Frank E. Moss' bill to establish the Great Salt Lake National Monument.

The subcommittee, headed by Democratic Sen. Alan Bible of Nevada, will hold a one-day session June 15 in the State Office Building in Salt Lake City.

If the visiting senators get the idea that there is a drastic division of opinion among Utahans, the chances of federal participation in development of Great Salt Lake's tremendous recreational potential will be dimmed.

There's no question but that everyone who has any knowledge of the lake and its attraction for visitors wants this development done—and quickly.

The differences that have existed are over methods. The biggest divergence of opinion has come on whether the state government, in cooperation with countries, should do the work or whether it should be done by Uncle Sam.

Fortunately, as we read it, the Moss Bill—S. 25—provides for an efficient compromise.

Under its terms, the federal government would, when Congress provides the money, take over all of Antelope Island as the Great Salt Lake National Monument.

The highly professional U.S. National Parks Service would provide interpretive and educational facilities to depict the scientific history of Great Salt Lake and its environs.

Necessary roadways would be built on the island.

However, the Secretary of the Interior would be authorized to work out an agreement with the State of Utah for state operation and management of recreational facilities.

These would include boating, bathing, horseback riding, motel accommodations, camping sites, picnic areas, restaurants, and other related services.

The state operation of these facilities would continue so long as they met the standards of the Park Service.

This is an excellent provision.

National parks, particularly under the impetus of the highly successful Mission 66 program, are uniformly developed to meet the critical demands of tourists.

Utah, the last state in the nation to have its own state parks program, is a comparative amateur at this exacting business. By working in cooperation with the federal agency, the recreational sites on Antelope would be fixed up in a way that would be certain to please the traveling public.

As a National Monument, Antelope Island could be featured in the promotion program of the National Park Service—a status it would not acquire under strictly state ownership.

The Utah Travel Council, now embarked on an expanded program of advertising our state, would be given an additional "tool"—through the monument status—to use in encouraging visitors to come our way in greater numbers and to stay longer.

None of this would detract from the tremendous pioneering efforts already done by the Davis County Commission and the Great Salt Lake Authority.

The Davis County commissioners and the GSLA began construction nearly three years ago of a road from Syracuse toward Antelope Island.

Without this effort, none of the attention now focused on Antelope Island—in fact upon the entire lake—would have come about. Utahns had been talking about Great Salt Lake's potential for years but little had been done previous to this effort.

However, legal complications have bogged down completion of the road until there is now a large question mark over its future.

Even if these legal problems were solved, there would be nothing in the Moss Bill to preclude a joint federal-state program of development.

Sure, there is the matter of pride of "going it alone" on a state and county program. But we also have to be practical.

The professional approach of the Park Service would be a prestige builder. The state and Davis County will still play major roles in the future development.

It will be a real partnership.

It should be profitable, too.

While the bulk of the actual work will be done on Antelope Island, much of the support will come from adjacent communities.

Syracuse could be to the Great Salt Lake National Monument what Springdale is to Zion National Park in southwestern Utah. Springdale has many service stations, motels and cafes that attract thousands of park-bound patrons each year.

Some Utahns are worried that a road planned eventually to connect Antelope Island to U.S. 40 and Interstate 80 near Saltair and Black Rock will "hurt" our area.

This is narrow thinking.

Tourists don't like "dead end" routes. They prefer loop highways. A good road from Syracuse to Antelope to the south shore of the lake would provide such a loop—and the resultant extra revenue for our shores.

There may be a few differences in the exact wording of the Moss Bill. These, we feel, can easily be discussed and worked out to mutual satisfaction.

Federal development will take time. State programs have already taken several years—and would take many more years, plus millions of dollars from state and county budgets.

A cooperative approach would hasten the time when we can use the Antelope Island beaches, instead of just talking or dreaming about them.

If there is unified support for the Moss Bill at next month's hearings, the day will be closer when tourists by the hundreds (and natives, too) will be driving across the Davis County-built Syracuse road, swimming in clear salt water off the island and sunning on the sandy beaches.

We can just see those pictures we've all wanted to take for ourselves and our visitors: "Look at me—floating like a cork!"

This can only be done in OUR Great Salt Lake. But we need Uncle Sam's help to get it done.

Senator Moss. We have discussed whether or not the plan of having the Federal Government acquire the entire island and establish it as a monument and enter into a contract agreement with the State to have the State operate some of the functions on the island, primarily recreational, I understand—boating and swimming and possibly horseback riding on trails and things of that sort—would be a compatible arrangement and whether the State would have enough scope in this matter to provide the type of recreational attraction that is so desirable on the lake. I wonder, did you have an opinion as to this method of working it out?

Mr. MOLER. I think that the partnership, as proposed in the plan and as the Governor discussed just a moment ago, is completely compatible. We know, from our experience with the many thousands of visitors who come to this part of Utah every year that the first thing they want to do is to visit Temple Square here in Salt Lake City. The second thing they want to do is go out to the Great Salt Lake and float like a cork so they can send the picture back to Aunt Minnie in Peoria and say, "Look at me in Great Salt Lake."

Right now, as a tourist council we cannot exploit Salt Lake because of the inadequate facilities in this park. So the partnership, as has been done in Flaming Gorge, would be perfectly compatible but would give us the one tool that we would not have with a State-only development, and that is status as a national monument.

I cite the fact that this year the Chevron Oil Co. for this reason printed several hundred thousand copies of a brochure on "Scenic Land, U.S.A." It was partly in honor of this being the 50th anniversary of the National Park Service, and on the maps they contained of the recreational attractions of the mountain and desert west, all of the national parks, national monuments, the historic sites were listed and pictured, and none of the State parks. So it is simply a matter of getting the benefit out of the advertising resulting from the fact that it is a national park or national monument. We have a definite plus factor here, which is highly exploitable.

Senator Moss. Of course, you heard Director Hartzog testify that the National Park Service and the committee had recommended this because of the great geologic and scenic and scientific values that were there to be explained and interpreted. This is primarily the mission of the Park Service, to preserve and explain and show scenic wonders and not so much to operate recreational facilities. That is the reason they usually employ concessionaires to do that.

You think this division is compatible here?

Mr. MOLER. Very definitely because the National Park Service, this being its 50th anniversary, is the professional in the business of interpreting the advantages of scenic attractions. The recreational facilities under their high standards will be something that the State could do well. But the experience of the Park Service, as demonstrated at Zion Park and Bryce Canyon—and the interpretive services is something they have a touch for; they have the professional staff that we lack in Utah—to provide interpretative services to tell the story of the geological features of Lake Bonneville, Great Salt Lake, and the Benchlands, is well known to all. There are a lot of people interested in this, as you know, Senator Moss. In the winter, especially when the snow is on the Wasatch Range and these benchmarks stand out brightly, any newcomer to Salt Lake Valley, to Wasatch Front, to Ogden, will say: "What's that, a road high up on the hill?" And then you have to tell the story of Lake Bonneville and Benchlands, and this is pretty hard to do sitting at the desk.

If you could take them to a visitor center, an interpretive site on Antelope Island, and show the past story of this very unique area, we would certainly have an advantage in keeping people here longer.

I was in Europe in January, showing some pictures of Utah, and one of the unique things that kept being asked as we showed the pictures were, "How did you fake those colors?" because people in Europe have no idea—I know that Senator Church is just back from there—of the colors of our western scenes. The scenes that can be taken, as you will see this afternoon from Antelope Island, are tremendous. They cannot be duplicated any place in the world.

Senator Moss. Thank you, Mr. Moler.

Any questions, Senator Church.

Senator CHURCH. Murray, I just have one comment to make. I remember years ago, when I was just a kid, the talk of Saltair as one

of the greatest recreational facilities of the West, and this was known all through my State, and I would hope, if we could move forward and establish this national monument, that Salt Lake will again become the noted center of interest that it was in those years. I think it can.

Mr. MOLER. I think it can, too, Senator Church. I remember being out to Saltair in one of the closing programs with Tommy Dorsey, and during the intermission we stood out there and he said, "What a pity the lake has left a resort." Here was one of the greatest band-leaders in the country sitting there on the balcony at Saltair talking about the problem, and he said, "What are you going to do about it?"

We talked about the problems and we discussed water pollution and relicted land and so on. I think, as we get into this program, that if he is still around we could build a new Salt Lake resort and he would still be proud to play there.

Senator CHURCH. No further questions.

Senator MOSS. Senator Jordan.

Senator JORDAN. I think this is an excellent statement, Mr. Moler. I think you pretty well put your finger on the situation when you say "if they are accepted as a national monument, their position on the travel map will be far brighted than as a State-only development."

We run into this all over the country, and it is a matter of some concern to me, because I think it indicates the trend away from State park development with the great rash of applications we have for identifying projects at the national level simply for this reason: that their position on the travel map will be far brighter than a State-only development. I do not know whether it is good or bad. It certainly is a fact. It is a matter of reality, but I am one of these people who hope that this will not be the end of any further development of State parks.

Would you care to comment on it?

Mr. MOLER. Yes. We have a State park program here in Utah, as Mr. Koziol, one of your witnesses, will testify to. We have a fine State program going here—at Wasatch Mountain State Park, the developments of marinas at Bear Lake on the border of our State and yours—and we list these very proudly in the travel guide that we at the Utah Travel Council put out. We put them on the maps. But this as a matter of certainly high standards, and I know the demand that is on you.

George Hartzog and I have ridden past and looked over at the lake and asked ourselves the question sitting—there in the car—Senator Moss was with us one fall morning—why does this particular lake, this particular land, really deserve national park or national monument status? What is different here that cannot be found some other place?

Senator JORDAN. I asked that question of Director Hartzog this morning.

Mr. MOLER. I know you did. And I have traveled a little over 2 million miles in the last 25 years, and I frankly know of nothing that has the attraction that this area does, it is so completely different. Sure, it is a matter of exploitation, but it is also a matter of preserving it for the Nation as a whole. The people in Europe, when we were there in January, asked many questions about Utah, and they asked about Great Salt Lake more than all of the rest of the other areas put

together. So I submit that this is a matter of getting tourists from Asia, from Europe, and from other areas to our Nation to spend more time and certainly to spend more money here.

Great Salt Lake will fit into this program. They come on package tours, they do not just want to come to Yosemite Park and Yellowstone. They want to make a circuit tour and if we can have one more spot of major importance, something they all know, that is in every geography book in the world, to show them proudly as they make their tour, I feel, from our standpoint of the U.S. Travel Service program, that this would fit into it perfectly. The National Park Service would be proud to have this on their maps, along with our own exploitation of our State facilities that have not that distinction.

Senator JORDAN. I am willing to be sold, Mr. Moler. I just think it is important that we bring out the national significance of this particular project. And I hope we never lose sight of the development that must go forward of State parks.

Mr. MOLER. We are going forward with the State park development and it is a parallel program, Senator.

Senator JORDAN. Thank you.

Senator MOSS. Thank you very much, Mr. Murray Moler. We appreciate your very fine testimony and the good work that you are doing as chairman of the Utah Travel Council.

I am going to call next Mr. George Buzianis, chairman of the Great Salt Lake Authority, and who has been charged by the legislature and the law of the State with developing an overall plan and management of the lake. We are glad to have you come to testify before us, George, and we may have a question or two to ask of you.

STATEMENT OF GEORGE BUZIANIS, CHAIRMAN, THE GREAT SALT LAKE AUTHORITY

Mr. BUZIANIS. Thank you, Senator Moss, Senator Church, and Senator Jordan. I appreciate the opportunity to appear here this morning and testify on the national monument of Antelope Island.

The Great Salt Lake Authority was established in 1963 by the act of the Utah State Legislature. Our authority consists of five members appointed by the Governor with the consent of the State senate. This group was selected because of their understanding of and demonstrated interest in the development of the Great Salt Lake and its environs.

The act that created the Great Salt Lake Authority authorized and instructed the Great Salt Lake Authority to proceed without delay the development of any part of Antelope Island for tourist and recreational uses. It also instructed the Great Salt Lake Authority to purchase or lease by lawful means any part necessary for recreational use.

The conclusion of our studies has been that the north tip or approximately 4,000 acres were found most suitable for recreational purposes.

A tentative copy of the proposed development was immediately formulated by the Great Salt Lake Authority which we wish to submit for the record. I presently only brought four copies. We will get more copies if necessary, Senator.

Senator MOSS. This will be adequate and will be in the files and will be referred to at this point in your testimony.

Mr. BUZIANIS. Fine, thank you.

The Great Salt Lake Authority immediately proposed several plans to acquire this parcel of land from its present owner. After exhausting every means of purchase or exchange, the Great Salt Lake Authority entered suit to acquire by condemnation. This suit is now pending in the district court in Davis County.

Davis County Commissioners in cooperation with the Great Salt Lake Authority have constructed a road 6 miles which is within 1¼ miles of Antelope Island. This road will connect with the proposed development area.

Due to the interests of time, we have not prepared a lengthy statement, but we would like to put in the record that the Great Salt Lake Authority favors and supports the testimony presented by the Honorable Gov. Calvin L. Rampton and is in favor of Senate bill 25.

Senator Moss. You heard the Governor give it as his opinion that it would be compatible and desirable if the island were made a national monument by legislation of the Congress, to enter into an agreement with the Park Service for the State to operate concessions on the island, that is, recreational facilities primarily. Has this been discussed at any length by the authority and have you come to any conclusions on this?

Mr. BUZIANIS. Yes, sir; it has.

We feel that they are compatible, and we feel that the two will go together very nicely.

Now, as the Governor explained, if the authority were to proceed independently, we felt that the cost of acquiring these 4,000 acres would be prohibitive. We are limited by the legislature in our funds. And we feel, with the National Park Service acquiring the whole island and with a long-term lease agreement with the State, that we could work very closely together.

Senator Moss. In your discussions with the owner of the island, did you ever get far enough to talk about price, or was it just that he objected to severance and therefore did not want to give you any price quotation?

Mr. BUZIANIS. Mr. Alwell, when we originally approached him for the purchase of the island, shall I say, led us to believe that it could be possible. He did not say no. He hinged on several different problems involved. If we could meet this, if we would do such and such a thing. One, for example, was build a road to the island from the north end. He also spoke of protection from fires, and some type of protection that people would not trespass on the part that he retained. This led us to believe that it would be possible that we could acquire it.

We immediately hired appraisers to give us an appraisal of the 4,000 acres. One was a State appraiser, two were independent appraisers.

Senator Moss. What kind of figures did the appraisers come up with?

Mr. BUZIANIS. They varied from \$24 an acre to \$26 an acre.

Senator Moss. How does that compare with yours?

Senator CHURCH. \$62 an acre.

Senator Moss. The Federal appraisal is higher.

Mr. BUZIANIS. I discussed this with Mr. Alwell, and he felt that this was too low.

Senator Moss. Of course the Great Salt Lake Authority is involved with the entire lake and not just the island problem. Is it the author-

ity that has been doing the preliminary examination of this idea of possible diking?

Mr. BUZIANIS. Yes, it is.

Senator MOSS. Is an experiment now being conducted to see whether the tailings might be suitable for that purpose?

Mr. BUZIANIS. Yes, sir. We are in the process now of conducting an experiment on the south end of the lake with tailings from the Kennecott copper refinery.

Senator MOSS. Do you have any timetable estimate of how long this must go on before you will know whether or not those tailings will be suitable?

Mr. BUZIANIS. Well, we have run into a considerable amount of complications, shall we say. The test was to be completed in March. We ran into some problems on the test, particularly the process of pumping the tailings to the lake, and it has delayed us a considerable time. We are, I should say, maybe 65 percent complete now.

Senator MOSS. I see. I assume the authority has employed engineers or experts who are examining the water and the wave action and all these factors.

Mr. BUZIANIS. Yes, sir. We are using the University of Utah Bureau of Mines, mainly. We have an engineer, a private consulting engineer, who we use on a part-time basis.

Senator MOSS. Would you like to ask some questions of Mr. Buzianis?

Senator CHURCH. Mr. Buzianis, How is the Great Salt Lake Authority financed?

Mr. BUZIANIS. By the legislature.

Senator CHURCH. By appropriated money?

Mr. BUZIANIS. The State legislature, yes; they appropriated \$200,000 per biennium.

Senator CHURCH. \$200,000 per biennium.

Mr. BUZIANIS. Yes.

Senator CHURCH. What is the scope of the commission that has been conferred on this authority by the legislature? Is it merely to develop a recreational facility on Antelope Island or is it to proceed on a lakewide basis to dike the lake and to do the other things that have been talked about this morning?

Mr. BUZIANIS. I would say both. It specifically stated in the bill that we were to acquire a portion of the island and develop it for recreational purposes. It also stated that we must make a study of the whole island for recreational purposes. I might correct that, not only recreational purposes but for other purposes, too.

Senator CHURCH. Well, if the diking that has been discussed is undertaken, will it be through the Great Salt Lake Authority that this will be done?

Mr. BUZIANIS. I could not answer that. This is strictly up to the legislature. We do not have enough money. We were never provided the amount of money that we would need to continue to do the full-scale diking. We are merely doing this experiment to see if it is at all possible.

Senator CHURCH. I see. And based upon the results of this experiment, you will then go back to the legislature and make a full report.

Mr. BUZIANIS. Right.

Senator CHURCH. Then it will be up to the legislature to make what further decisions may be necessary.

Mr. BUZIANIS. That is right.

Senator CHURCH. I am concerned about the discrepancy in the estimate that you reached concerning the value of this land and the estimate that has been given us by the Park Service people. It seems to me there is too large a gap and we ought to have some further explanation of it.

Mr. BUZIANIS. I might say—

Senator CHURCH. I do not know whether you could give it to us, but here we have two figures, one that estimates the value of the land in the northernmost part of the island, which I understand is the best land, at from \$24 to \$26 per acre, and an overall figure that the Park Service has given us that comes to some \$62 an acre. There is just too much discrepancy between these two figures.

Mr. BUZIANIS. I might say in regard to our figure, these appraisals were made in 1964. I am sure they were made on the basis of farmland as its usage at that time.

Now, whether the Park Service appraisal today, after all of the interest that has been shown in regard to and reference to a recreational area, I do not know. But I am sure that these appraisals were made strictly as farmland, and I am sure that they inquired of recent purchasers in that particular area in 1964.

Senator CHURCH. I think we will want to question the Park Service people a little more closely in the light of this discrepancy. We will have opportunity to do that.

That is all, Mr. Chairman.

Senator MOSS. Senator JORDAN.

Senator JORDAN. Yes. I would pursue that line of questioning a little further. Do you regard the quality of the land in the 4,000 acres under condemnation by your board as being more valuable per acre than the rest of the island?

Mr. BUZIANIS. Well, no. Of course, it all depends on which way you look at it. In going over there and severing this parcel off, I would say, "Yes," but in general, if you were to go in and buy the whole island, I would say, "No." Actually this is, shall we say, not the best grazing land. I have been a farmer for many years. I am a little bit familiar with grazing lands, and it is, shall we say, ideal in the spring of the year for several months. It is mostly June grass and of the nature of good pasture grass in the early spring of the year when it is nice and green, but afterward it browns.

Senator JORDAN. Are any of these lands farmed in the 4,000 acres?

Mr. BUZIANIS. No; not any of the lands.

Senator JORDAN. Not any of them?

As chairman of the Great Salt Lake Authority are you concerned about the giving up of mineral rights to this island which you would do under Federal status?

Mr. BUZIANIS. I am not too concerned of the mineral rights on the island; no, sir.

Senator JORDAN. Has it been explored for minerals?

Mr. BUZIANIS. Not to my knowledge.

Senator JORDAN. Would you think it would be desirable to leave a reservation of mineral rights out of this if it were so designated as a national monument?

Mr. BUZIANIS. Would I feel it desirable?

Senator JORDAN. To leave the mineral rights, to exclude the mineral rights from that if it were possible.

Mr. BUZIANIS. Well, I do not believe that you could have—are you speaking of the 4,000 acres or the whole island?

Senator JORDAN. The whole thing.

Mr. BUZIANIS. Well, I do not believe I could answer that. Personally, I do not feel there are minerals on the island. There may be. In the water, I do think there are, and I would have a different reservation on the water.

Senator JORDAN. My understanding is that the mineral rights do go with the land under a national monument and I wondered if you had given consideration to it when you make this recommendation.

Mr. BUZIANIS. No, I have not.

Senator JORDAN. Thank you.

Senator MOSS. Thank you very much, George. We appreciate your testimony and your representation of the Great Salt Lake Authority.

I am next going to call Commissioner Glen Flint of Davis County. This Antelope Island lies within Davis County, and the county commission is the governing body of that county, so we would like to hear from you, Commissioner. You may proceed in any way you care to do.

STATEMENT OF GLEN W. FLINT, CHAIRMAN, BOARD OF COUNTY COMMISSIONERS, DAVIS COUNTY, UTAH

Mr. FLINT. Senator Moss, Senator Church, Senator Jordan, I am Glen W. Flint, chairman of the Board of County Commissioners of Davis County, State of Utah, setting forth the position of the Board of County Commissioners of Davis County in regard to the development of Antelope Island and for the recreation area.

Antelope Island has been within view of the residents of Davis County since our first communities were established. Those who have lived in Davis County have had a curious interest and have been intrigued by the island as they have read about its interesting, romantic past, and yet relatively few have ever had the opportunity of visiting the island. All this has undoubtedly made the island more attractive to the citizens of the county, and has whetted their desire to have an access road built to the island to make it accessible. Of course, it is even more important that its potential as a recreational area be developed and a desirable beach on this unique inland sea be opened up to interested tourists from all over the world.

A number of years ago the commissioners of Davis County and other interested citizens encouraged and sponsored legislation that would make possible the development of a portion of the island as a recreational center and a tourist attraction. The island actually lies within Davis County and therefore is a part of the tax base of this governmental unit. It has always been hoped that it might be developed so as to preserve this tax base or at least enhance the value of the surrounding area and also make possible revenue to the local government from sales tax as well.

In 1963, the legislature, expressing the will of the people of Utah, asked for the creation of a Great Salt Lake Authority; and, as re-

cited in the act, its purpose was for the development of all of the mainland, islands, minerals, and water within the Great Salt Lake meander line established by the U.S. Surveyor General and providing for the creation of the Great Salt Lake Authority to formulate and execute a program for its development, and the legislature at the same time appropriated \$200,000 to carry out this purpose. The legislature also authorized the State road commission to construct a road from the town of Syracuse to the north end of the island and other necessary roads on the island.

Thereafter Davis County largely on its own initiative but with the encouragement of the Great Salt Lake Authority proceeded to construct a road from Syracuse toward Antelope Island. This road has now been completed for a distance of $6\frac{1}{4}$ miles to within approximately $11\frac{1}{4}$ miles of the island. The county through man-hours, equipment-hours, and sand and gravel furnished, and also through the outlay of cash for the hiring of additional road equipment, has made a substantial outlay so as to encourage and accelerate the development of this very worthwhile project.

In the meantime, the State initiated condemnation proceedings to acquire a portion of the north end of the island which appears to be the most desirable area for building a tourist attraction and making available the most desirable bathing areas. The condemnation proceedings were resisted and in recent weeks the supreme court has rendered a favorable decision which will permit the State to now proceed with its condemnation.

Therefore, it is the position of the Board of Commissioners of Davis County that the State should proceed as empowered under the Great Salt Lake Authority legislation with the acquisition of the northern portion of the island and proceed to complete the construction of the road from Syracuse area in Davis County to Antelope Island. This has been the position of Davis County from the beginning; namely, that the north part of the island should be developed by the State of Utah, and the commission feels that this may now be done. The commission has appreciated the genuine interest of Governor Rampton in this project and sincerely would urge that the State proceed under its condemnation action and endeavor to acquire a tract of land at the north end of the island for this development.

As mentioned, the lake water surrounding the north end of the island is clean and clear and has a sandy beach that would make for enjoyable bathing, and thus put this very unique and unusual attraction within the grasp of the thousands of travelers that annually visit Salt Lake City. It is the position of the Davis County commission that proper development of this area would attract literally millions of people and greatly enhance the intermountain area as a tourist attraction. From an unselfish standpoint it would also give the people of this great land the unusual experience of bathing in these unusually buoyant, salt-saturated waters.

The Board of Davis County Commissioners expresses its appreciation to Senator Moss and the Utah congressional delegation for the interest they have shown in being willing to sponsor legislation for the development of the area under Federal jurisdiction as a national monument. The commission feels that the northern part of this Antelope Island should certainly be developed in the interest of the

economy of Davis County and the State of Utah, and also to make available this unusual area for the people of America and foreign lands to visit and enjoy. However, the commission does feel that it would be highly desirable to have this development carried out by the State of Utah under the authority of the Salt Lake Authority as has been planned for the past several years.

Again, may we express our appreciation to Governor Rampton and the legislature for the great efforts exerted and the interest shown in the development of this area, and we also express to Senator Moss and to Senator Bennett and our representatives in Congress our appreciation for their concern and interest in this matter.

I would like to further say there that we would like to support Governor Rampton and the Great Salt Lake Authority wholeheartedly in this project.

Senator Moss. Thank you, Commissioner Flint. The chairman of the Great Salt Lake Authority and Governor Rampton both expressed the opinion that if this bill were enacted into law and the Federal Government acquired the entire land as a monument, and then the State of Utah acted, under contract, as a concessionaire and ran the recreational facilities, which primarily are at the north end of the island, that this would be a suitable and desirable arrangement. Do you feel that this would be desirable?

Mr. FLINT. Yes, sir; I do.

Senator Moss. The figure, of course, that we had earlier indicating what the estimates of the Park Service were for acquisition and development are, put together, over \$10 million, and this does put it in a pretty high range for the State to tackle, does it not?

Mr. FLINT. This is right.

Senator Moss. With its other obligations.

The State, as you know, is involved in building a State park system that takes a lot of its resources, and it is pretty hard for the legislature to find additional funds for land acquisition and, therefore, I take it, that what you believe—and you think the Commission agrees with you, the Davis County Commission—that if the Federal Government found this island to be of such quality that it deserves the national preservation and recognition, as the advisory board has recommended, that the desirable thing then would be to encourage the Federal Government to do that and then have the State work with the Federal Government.

Mr. FLINT. This is right.

Senator Moss. Thank you.

Do you have any questions, Senator Church?

Senator CHURCH. Mr. Flint, you are one of the commissioners of Davis County, are you not?

Mr. FLINT. Yes, sir.

Senator CHURCH. And this island is within Davis County?

Mr. FLINT. The entire island is in Davis County.

Senator CHURCH. The entire island. So that the present owner of the private land on the island is assessed by the county government.

Mr. FLINT. Yes, sir.

Senator CHURCH. Can you give us the assessed valuation of this land?

Mr. FLINT. No, sir; I could not today.

Senator CHURCH. Would you furnish the committee with that figure?

Mr. FLINT. I sure would.

Senator CHURCH. Also, so that we would have a means for evaluating that figure, could you supply with it the formula for assessment in the county so we may relate the assessed value to the actual value?

Mr. FLINT. Yes, sir. You mean on the mill levy?

Senator CHURCH. Yes.

Mr. FLINT. Yes.

Senator CHURCH. I think we ought to have that information. I think it would help us to appraise the values here in light of the discrepancy that seems to exist between the Commission's appraisal and the Park Service appraisal.

Thank you.

(The information requested appears on p. 93.)

Senator MOSS. Senator JORDAN.

Senator JORDAN. Yes.

Commissioner Flint, what percent of the State of Utah is federally owned, do you know?

Mr. FLINT. Well, I know what part of Davis County is, but I do not know—

Senator JORDAN. Give us Davis County.

Mr. FLINT. 71.1 percent.

Senator JORDAN. And you have no qualms about seeing an additional 25,000 acres leave the tax rolls and go into Federal ownership.

Mr. FLINT. Well, to be honest with you, yes, but we want this park bad enough and our people want it bad enough that we would go this way in order to get it done.

Senator JORDAN. OK. Thank you.

Senator MOSS. My information is that the percentage of Federal ownership that you gave for Davis County is about the same as the percentage statewide.

Mr. FLINT. I would guess at maybe a little more, if any.

Senator MOSS. Well, thank you very much, Commissioner Flint. We appreciate it. It is fine to have you come and testify.

Mr. Keith Hunt, executive vice president of the Greater Ogden Chamber of Commerce, is our next witness.

STATEMENT OF KEITH HUNT, EXECUTIVE VICE PRESIDENT, GREATER OGDEN CHAMBER OF COMMERCE

Mr. HUNT. Senator Moss, Senator Church, and Senator Jordan, as you can see, the city of Ogden is well located centrally and has a very positive interest in what transpires on the lake both recreationally and otherwise.

Senator Moss. Would you point to Ogden? I know exactly where it is. There it is, thank you.

Mr. HUNT. So to read into the record today the testimony of the board of directors of Greater Ogden Chamber of Commerce and also as official representatives of the Weber County Commission, I would like to have the president of Greater Ogden Chamber of Commerce, Mr. John Lindquist, read our testimony.

Senator Moss. Very fine; we are glad to have you, John; John Lindquist, the president of the Greater Ogden Chamber of Commerce.

STATEMENT OF JOHN A. LINDQUIST, PRESIDENT, GREATER OGDEN CHAMBER OF COMMERCE

Mr. LINDQUIST. Thank you, Senator Moss, Senator Jordan, and Senator Church. I will read the statement so I can give it more clearly.

The outcome of today's hearings could well affect the recreation and education of countless Americans in the years to come. We are here to discuss Senate bill 25. The Greater Ogden Chamber of Commerce, representing 1,300 businessmen, the Weber County Commission, and the Ogden City Council, representing nearly 125,000 citizens, endorse Senate bill 25 as proposed by Senator Frank E. Moss. This bill provides for the establishment of a national monument on Antelope Island in Great Salt Lake. Great Salt Lake is one of the natural wonders of the world. Children and adults throughout our land, and the world, read and know about its most amazing characteristic: "In it you can float like a cork," but, while millions know of this marvelous body of water, very few have actually seen it or swam in it. It has not always been so unavailable. During the past half-century several resorts have existed and flourished on its shorelines. As its waterlines receded, these resorts were left landlocked. This situation has prompted countless studies of the lake and its potential during the past 25 years. The sum total of their findings has been that "something should be done." What should be done and by whom has not yet been resolved.

The qualities of Great Salt Lake are unmatched in the world today. One of its main features is that it can provide a unique recreational thrill. Its second feature is its amazing history. The lake as it stands today is the briny residue of Lake Bonneville, a great inland fresh water sea that covered most of northern Utah, eastern Nevada, and southern Idaho, finding its escape route to the sea northward into the Columbia River Basin. The shoreline marks of this great lake are permanently scarred on the western face of the Rockies. They are prominently visible on the Wasatch slopes to the east of us.

The National Park Service is highly enthused about the prospect of a national monument on the lake. Mr. Howard R. Stagner, assistant Director of the National Park Service, stated recently while in Ogden that such a monument fits into the Service's modern concept of combining recreational and interpretative facilities into national monument. An up-to-date report of the lake and its potential is now being prepared by the Park Service and will be published near the end of 1966. An earlier report, made in 1960, contains several interesting comments which bear entering into today's hearings. This report states:

Lake Bonneville was one of the larger lakes formed in the great basin during the Ice Age. At its maximum size this lake occupied the greater part of western Utah extending south over the Sevier Desert * * * nearly to the Arizona line. To the north it extended to the upper limits of Utah and into Idaho. The Wasatch Mountains contained the lake on the east, but it spread to the west slightly beyond the Nevada line. More than 300 miles from north to south and 180 miles from east to west, it covered an area of nearly 20,000 square miles. Its surface elevation was a thousand feet higher than present Great Salt Lake and it was a fresh water lake.

The report then covers the various levels as the lake receded, and concludes with this statement:

It is a fascinating and significant story * * * one that is now neglected and one worthy of presentation and interpretation for public enjoyment.

Things have not changed much since 1960.

The resort areas that once flourished on the south shores of the lake now stand as mute testimony of what once was. But in their prime they revealed only one facet of its potential: that of its recreational value. Great Salt Lake has much more to offer. Current thinking in Utah is that the development of Antelope Island can best satisfy the public desire to enjoy all of the enormous possibilities of Great Salt Lake. There may be some questions raised as to whether this project should be developed under the National Park Service. In our opinion the vast scope of the project far exceeds the abilities of the State of Utah to develop it as a State park. In substance, Great Salt Lake must be opened and made available to America. Its story must be told, and the State of Utah does not have the facilities and resources to develop it in the manner it deserves. The National Park Service is enthusiastic over the tremendous possibilities this project offers. It fits into their modern scheme of interpretative as well as recreational facilities. Only the National Park Service, through its vast experience in this field, can adequately and professionally develop its beaches and resources and tell its story. A national monument is owned by the people of America. It is a designation of prestige which should not be granted indiscriminately. It should be granted only to those areas which are of interest to all America, and then developed in a manner that will be a source of pride to all Americans.

Great Salt Lake certainly qualifies. There is nothing like it in our country, and I might add in the world, with the exception of the Dead Sea in Israel. It has a mysterious and unique history unmatched in the world. It is located on the broad thoroughfares of normal traffic flow between the other great national park facilities in the West such as Yellowstone Park, the Grand Tetons, Bryce Canyon, Zion National Park, Canyonlands, and the Grand Canyon.

We have carefully analyzed Senate bill 25, as proposed by Senator Frank E. Moss. It provides for a reasonable relationship between the Department of Interior and the State of Utah in developing the monument. It does not restrict further development of roads, dikes, other accesses. It does not restrict any other recreational development of the lake, nor does it restrict or impose upon the industrial development of any other part of Great Salt Lake.

We sincerely urge this committee to report favorably on this bill which would open to America one of the great natural wonders of the world.

Senator Moss. Thank you very much, John. That is an excellent statement, and I am pleased that you would come here to represent not only the Greater Ogden Chamber of Commerce, but also the Weber County Commission and the Ogden City Council. That is a pretty broad coverage from the Weber County area, and I am pleased to have had you analyze some of the reasons that we feel so strongly that we must move ahead now and that Antelope Island is the proper place to move ahead to have an interpretative and recreational development of our Great Salt Lake.

In the event that the tailings proposal that we have heard about becomes feasible and a road could then be opened to Promontory Point and on to the Golden Spike Monument, would you consider that an added bonus benefit?

Mr. LINDQUIST. Yes, sir. This would be a great advantage to the island. Weber County commissioners have in very preliminary manner proposed a road connecting Antelope Island to Fremont Island, from Fremont to Promontory, and there is now a reasonably good road up Promontory to the monument. This would create a loop situation as you described earlier.

Senator MOSS. So your testimony is that it could very readily be engineered, that there is no insurmountable or even expensive problem in engineering a road up there.

Mr. LINDQUIST. No. I understand the proposed road from Antelope to Fremont Island could follow a sandbar that is almost at surface level now. It would be a very easy job to finish this section of the road.

Senator MOSS. Fremont Island is privately owned also, is it not?

Mr. LINDQUIST. Yes, sir.

Senator MOSS. And it would be necessary to acquire a right-of-way, at least across Fremont, if we build a road.

Mr. LINDQUIST. Yes. Beaver County is attempting now to purchase Fremont Island or a portion of it for a very small swimming and marina facility, but again at a county level.

Senator MOSS. I see. Thank you, John.

Senator CHURCH?

Senator CHURCH. I think you make a very clear statement of the case, and I want to commend you on it.

Senator MOSS. Senator JORDAN?

Senator JORDAN. Yes, I think it is a splendid statement. I would only ask one question. Among the groups you represent comprising nearly 125,000 citizens, have you heard any adverse comment of significance?

Mr. LINDQUIST. I have not heard it personally, but obviously there are dissenters among 125,000 people. Our own chamber of commerce did not endorse this by unanimous vote, but I believe we had one opposing vote at a hearing. We held a private hearing, so to speak, with all persons invited.

Senator JORDAN. You think the adverse report on it, or the adverse criticism, will be minimal.

Mr. LINDQUIST. Yes, sir; very minimal.

Senator JORDAN. That is all.

Senator MOSS. Thank you very much, John, and, Keith, we appreciate your coming down to appear before us this morning.

Gen. Maxwell Rich, executive vice president of the Salt Lake Area Chamber of Commerce. We would like to hear a word from you, General Rich.

**STATEMENT OF GEN. MAXWELL E. RICH, EXECUTIVE VICE
PRESIDENT, SALT LAKE AREA CHAMBER OF COMMERCE**

Mr. RICH. Thank you, Senator MOSS, Senator CHURCH, and Senator JORDAN. I do not have a prepared statement. We would like to ask permission to have one later because we have not had an opportunity to have our entire board together.

Senator Moss. Thank you. That permission is granted. This is a good point for me to say that, when we conclude the hearings here today, the record will still be open for a matter of 10 days to 2 weeks for anyone who may not get the opportunity or for some reason does not choose to appear personally and orally deliver a statement to send in a statement to me, or directly to the committee, and it will be included in the record. I also point out that there will be a further hearing in Washington where we will have further examination of the departmental witnesses, so this will not be the total hearing here today.

Go ahead.

Mr. RICH. Well, to start with, our organization is certainly for the development of the Great Salt Lake and I do not want to get into ramifications of that. I think it was covered very well by the Ogden people. But I do want to say that we do have a concern along this line, and the concern is that, on the industrial development connected with this, we certainly would want assurance that this would be able to proceed in an orderly fashion and, for example, the development right now of a shoreline and also, from a standpoint of the Salt Lake, the potential of an industrial development and probably the only one left in this valley is out from Salt Lake toward Antelope Island, in that general area.

It has great industrial potential, and we would certainly want assurance, and we do have a concern, that the establishment of a national monument would not interfere with this in any way. So we just want to show that as a concern and to say that we will have a prepared statement when our entire board gets together on the subject. Certainly that development has to tie in with any other development on the lake.

Senator Moss. Thank you, General Rich.

When you do prepare your written comments, I would be pleased if you would analyze carefully section 4, which is the section in which we tried to protect all other uses of the lake, and say that establishing this monument in no way will inhibit any of those other uses. But if you find any areas there that you think are not adequately covered, then if you would suggest what language you think would give the type of protection you think is needed it would be appreciated; this is the sort of constructive criticism you may make as you analyze that.

Mr. RICH. Well, I realize that, and I have read the bill, and I realize what the bill says. Again, our concern is that in the process of amendments and things of this nature that we want to be on record very strongly on this line, and we may have some suggestion to offer with reference to that particular section.

I want you to know I appreciate the opportunity of coming, Senator Moss, and it is good to see you again, Senator Church.

Senator Moss. Thank you. We are glad to have you. I understand you are generally in accord with the statement made by the Ogden people, you think, but you would like to file a formal statement after your board has met.

Mr. RICH. That is right.

Senator Moss. Do you have any questions?

Senator CHURCH. General, it is good to see you again. I would like for you to point out on the map over there the areas where you anticipate a future industrial development along the shores which will uti-

lize, as I understand it, the brine, the mineral brine, and so on, and the water.

Mr. RICH. The industrial development runs west from Salt Lake City in this general area, and of course the shorelines. You probably have gone into that as far as chemical development is concerned, but an area—west on 40 in this area—is the last real potential industrial development, and we would want to be assured that this could be developed. That is our main concern.

Senator CHURCH. You think the bulk of this development would not involve the shoreline itself, however, but would be in the area south of—

Mr. RICH. From an industrial park, we will put it that way. Now from a shoreline standpoint, why, of course, the development is already going on, and we would want to be assured that that would in no way be affected. We realize it can be between here and there [indicating] and that is why we want to be on top of it.

Senator CHURCH. Thank you very much.

Senator MOSS. Do you have any questions, Senator Jordan?

Senator JORDAN. No, I have no questions.

Senator MOSS. Thank you very much, General Rich.

We will now hear from Mr. F. C. Koziol, director of the Utah State Park and Recreation Commission. Mr. Koziol, we will all remember, was the forester here for many years and is one of our most esteemed citizens. When he retired as director of the Wasatch Forest, he became director of the State park and recreation commission.

Glad to have you, Mr. Koziol.

STATEMENT OF F. C. KOZIOL, DIRECTOR OF THE UTAH PARK AND RECREATION COMMISSION

Mr. KOZIOL. Thank you, Senator Moss, Senator Church, and Senator Jordan.

First, I want to say that our commission chairman, Mr. Fabian, regrets that he could not be here this morning, but he will be with the party this afternoon.

Senator MOSS. Fine.

Mr. KOZIOL. Inasmuch as I have a prepared statement, I am not going to read it, but I will, perhaps, mention a few of the highlights of the statement, in the interests of time.

Senator MOSS. That will be fine. The entire statement will go in the record and be reproduced and you may comment on and highlight any part of it, Mr. Koziol.

Mr. KOZIOL. First of all, our commission has long been interested in the potential and future development of Antelope Island and all of Great Salt Lake as a major and typically Utah attraction. We, as many other citizens, consider it a sleeping giant of the first magnitude, as a most significant recreation resource and an attraction that could be added to hundreds of other areas of interest within the State for the enjoyment of its citizens and the traveling public. Antelope Island has truly been defined in many instances as one of Utah's most neglected and undeveloped natural resources. Over the years, there have been many studies of the island and its environs in an effort to get some plan and a start for the development of this area. In-

variably these studies have been filed with no action taken. Nothing had been done toward concrete and specific plans until the Great Salt Lake Authority was established by the Utah Legislature during its 1963 session. This action was the first step in a certain amount of activity toward bringing about development on Antelope Island. This, in turn, has been stymied by litigations in court over legal authorities of the Great Salt Lake Authority, particularly as to its capability to initiate action for condemnation of lands needed for development. It seems now that much of this activity is culminating in several actions; first, decision of the Utah State Supreme Court that the Great Salt Lake Authority does have the right of condemnation, and, second, the introduction of legislation in the Federal Congress, as mentioned earlier.

It seems that time is ripe to consider specific programs and actions that should now be planned and undertaken to bring to fruition the long-delayed needs of Antelope Island heretofore unused except for livestock grazing.

The next sentence that I will read is, I think, one that we would want to attach considerable significance to.

Our commission would favor the full development of Antelope Island, following well-prepared plans, as a Great Salt Lake National Monument or in any other way that would promise immediate development.

As I think you will hear later from other witnesses, Utah is now on the threshold of a great upsurge in building up its travel industry to a point where it will soon be the State's No. 1 industry. Legislative appropriations for promotion and development of the travel industry have been increased fourfold since the present State administration has adopted this as a policy. Utah, therefore, needs many new facilities and attractions, points of interest and park and other developments to bring the tourists to our State and to keep them here longer. We must have new innovations and great new attractions, such as the Great Salt Lake National Monument can be if it is properly developed and made accessible to our visitors. Coincident with other programs that are being initiated and pushed, such as the Golden Spike National Historic Site, the centennial of which will be observed in 1969, the timing of the establishment and development of the Great Salt Lake National Monument could be a part of the total picture.

Specifically, we generally agree with Senator Moss' bill, S. 25, as to proposed boundaries. Unless these boundaries would interfere with mineral developments and conflict with the natural habitat for the abundant migratory bird population, it would appear that proposed boundaries would be adequate. Perhaps consideration should be given to include some additional areas within Great Salt Lake; the other islands, for example, such as Gunnison, Bird, Egg, and White Rock, which are nesting places for large numbers of pelicans and other waterfowl. We believe that these islands could well be given additional needed protection in the future by being included within the Great Salt Lake National Monument. They would also be special points of added interest.

Our commission is interested in several phases of the proposed monument and its ultimate development. Specifically, we are interested in section 3 (c) of Senator Moss' bill, which would authorize and direct:

the Secretary of the Interior to enter into agreements with the State of Utah to enable and empower our State to operate and manage recreational facilities on Antelope Island as provided for in specific language. It is presumed that under this section the acreage that would be made available to the State of Utah would be determined in accordance with the long-range plans of development as designed by the National Park Service and which are now available for review. We have some specific preliminary ideas as to some of the major phases of developments that should be considered in the study of Senator Moss' bill and the plans now being advanced by the National Park Service.

Now, we have not had the chance to review the National Park Service proposal, general plan, until today. We would recommend that access be provided by roads, as shown on the map. However, in another respect we would differ with the recommendations of the National Park Service in that we would limit road developments within the island itself perhaps to those that are needed on the north end to develop the recreational facilities. I have talked to several people about the possible future use of the island, and I have received many reactions to the fact that they say primarily it should be left in a more primitive stage than the National Park Service plans would contemplate. Therefore, we would limit the road and points of development as shown there if we have our idea on this matter, and I think this meets the opinion of a good many Utah people.

However, this is a matter that should be explored and developed and discussed with the Park Service, and we will be glad to do this if we have anything to do about this. I think that the developments primarily for hiking and horseback riding and that type of enjoyment of the island should be the main feature of a large part of the island because the interpretive services can be provided at certain given places and they would normally be identically the same.

In this matter of water supply, of course, that was discussed and is already a matter of record, so I will not go into this, but I believe that the ground water supplies on the island should be—or the perimeter of the island—should be tested carefully.

Our commission would be genuinely concerned with the type of facilities that should be planned and installed in the development area dedicated to public recreation and uses. It is believed that in the overall plan as contemplated by the National Park Service facilities should be in the following general categories: (1) beaches for swimming and wading, (2) boating docks and mooring facilities, (3) picnicking and camping sites, and the related service and sanitary installations necessary in connection with these general activities. We would not favor the more commercialized type of developments, such as motels, a golf course, or provisions for related recreational activities which are available with adequate capacities on the mainland in the general regional area along the Wasatch Front. Essentially we would discourage ornate, overcommercialized types of developments which detract from the basically primitive and simple type of recreational activities to which we believe Antelope Island should be dedicated. There should be, however, adequate public buildings to house interpretive services and exhibits, museums, wherein the public could have available information on the geological, biological, botanical, and related information which would tell the story of the Great Salt Lake in full to its visitors.

It would be the proposal of our commission that, for the limited commercial service functions of the development plan, private enterprise under proper concessionaire permits would be invited to provide these installations and that public moneys for these would not be used. We believe that private enterprise, after the above essentials for public use would be provided, would be interested in plans and programs of the State of Utah to provide these commercial installations. It would be the plan also of our commission to make the administration, operation, and maintenance of facilities made available for public use on a largely self-sustaining basis through the process of establishing a suitable and reasonable scale of user fees.

We would further recommend that, because of the deep interest of the public in Utah in the future developments on Antelope Island and the Great Salt Lake National Monument, the plans, designs, and programs of the National Park Service be carefully studied and reviewed with interested local and State agencies, groups, and Government units. We feel sure that through this democratic process of review and analysis excellent cooperative relations could be maintained between the Federal and State interests. It is recognized that the possible dual administration of the monument might create some problems of communication and cooperation. Nevertheless, we believe that these can be established and maintained on a mutually amicable basis if the proper groundwork is laid and understandings reached under the agreements as provided by S. 25.

That summarizes my statement, Senator.

Senator Moss. Well, thank you very much, Mr. Koziol. It is an excellent statement, and we do value especially the comments of the Utah Park and Recreation Commission because this is largely in your field, this is what you do for us here in the State. We are very proud of the park system we are building. We started awfully late in Utah to build one, but you have been doing an excellent job in pressing that, and the members of the commission who serve as your board deserve our commendation. In your comments on the island, I was particularly sympathetic to our suggestion that we be careful not to overcommercialize or build up installations on the island that would rob it of its very great natural beauty.

One of the great good fortunes that we have had, I think, connected with Antelope Island, is that, because of single ownership and very limited type of use, it has remained in its almost primitive state. It is just about as it was, at least on the west side, the day the pioneers came through Immigration Canyon, and this is our great good fortune. So much else of our land has changed in character through use. Maybe that was inevitable, but this little piece of land is sort of an island, indeed, of primitive beauty. Your recommendations, therefore, I am sure, will be heeded by the committee and, should this become a monument, by the Park Service people as they develop their plans.

Any questions, Senator Church?

Senator CHURCH. I just want to express the hope and anticipation that the National Park Service, if this bill is enacted, will consult very closely with the Utah Park Commission in working out plans that will be mutually satisfactory. I think there is much good guidance you can give, being close to the scene here and knowing the State as well as you do. I want to put that in the record now because

I think that that is the kind of cooperative effort that should follow enactment of this bill.

I have another question, Mr. Koziol, that I would like to put to you. I was very much interested and floor-managed the passage of the Land and Water Conservation Act in the Senate, and, of course, as you know, one of the chief objectives of that legislation was to give Federal matching money to encourage and stimulate action on the part of the States and counties in the field of outdoor recreation. I would like to know to what extent your commission has been able to avail itself of moneys from the land and water conservation fund.

Mr. KOZIOL. The allocation from the Bureau of Outdoor Recreation to Utah from this fund for the current fiscal year is \$1,039,000, which is available for matching purposes. The State of Utah and the various component agencies, local governments, park commission, et cetera, are now in the process of developing a series of projects to qualify for this matching money, and this matching money will be available until July 1, 1967. However, we anticipate no difficulty whatsoever in meeting these matching requirements.

Senator CHURCH. You think you will raise sufficient money locally to take full advantage of the Federal money.

Mr. KOZIOL. In fact the State park and recreation could use all of it. However, we will divide it up equitably among the various agencies throughout the State.

Senator CHURCH. That is fine. I am certainly glad to hear that you are taking full advantage of the fund.

Mr. KOZIOL. Yes, we are.

Senator CHURCH. I assume that if the State participates as the concessionaire under the contract that some of this money would be available to the State in connection with the construction of recreational facilities on the island; is that your understanding?

Mr. KOZIOL. Yes, this money would be available for acquisition and development; that is correct.

Senator CHURCH. Fine.

Thank you, Mr. Chairman.

Senator MOSS. Senator Jordan?

Senator JORDAN. Mr. Koziol, I commend you for your statement. You are the first one, however, who has mentioned the possible acquisition of other lands, and I read your statement:

Perhaps consideration should be given to include some additional areas within Great Salt Lake; the other islands, for example, such as Gunnison, Bird, Egg, and White Rock.

Where are these islands, how extensive are they, what is the present ownership, and will you go into that in some detail?

Mr. KOZIOL. I am not too familiar with this because I have discussed this with the fish and game biologists and others and naturalists who have a deep interest in this sort of thing. The islands are scattered throughout the lake, and whether it will present a physical problem of administration is another matter, but I think it should be given some study, that is the point I make. Whether it is feasible or not, I do not know, but those islands now have little or no protection. They are subject to vandalism by people who use the lake and so forth, and I just simply recommend it as a study. They are small islands; they are not very significant.

Senator JORDAN. Are they privately owner?

Mr. KOZIOL. I really do not know whether they are or not. They may be public lands.

Senator JORDAN. Do they have national significance?

Mr. KOZIOL. Well, they have national significance in the fact that the pelicans and the wild fowl which surround Antelops Island find nesting places in those areas so they migrate back and forth.

Senator JORDAN. They are international birds.

Mr. KOZIOL. They are international birds, in a sense.

Senator JORDAN. OK.

Senator MOSS. Thank you very much, Mr. Koziol. Mr. Fabian came in, just while you were testifying. We are glad to have you, Harold. Your name has been mentioned here earlier.

Mr. FABIAN. Thank you.

Senator MOSS. Our next witness is Mr. Miles Romney, representing the Natural Resources Committee of Pro-Utah as well as the Salt Lake Area Chamber of Commerce.

STATEMENT OF MILES ROMNEY, NATURAL RESOURCES COMMITTEE OF PRO-UTAH AND THE MINING COMMITTEE OF THE SALT LAKE AREA CHAMBER OF COMMERCE

Mr. ROMNEY. Thank you, Senator Moss and Senator Jordan. I was just asked a few days ago to make some observations with respect to the interest of Pro-Utah and I regret not having a prepared statement, but I would ask the privilege of submitting a statement subsequent to my remarks for the record.

Senator MORSE. That will be granted. Mail it to us and it will be inserted at the end of your testimony today.

Mr. ROMNEY. I am sure that all of us in the State of Utah, particularly those of the age of Senator Moss and myself—because I can take him, we were in school together—have nostalgic memories of Great Salt Lake and those days related to Saltair. I am sure you remember the train ride, the swimming between the pavilion and the east shore, the Antelope Island Saltair marathon swim. These things are all gone and, basically, for two reasons: that nature depleted the water supply, which we could take as a basic reason, and second, facilities have been piecemeal and not too satisfactory, and competition of other areas, plus our mobility of transportation these days has detracted from the visits to the lake and to the facilities thereon that were related to these activities.

I would just like to remind the Senator of the train rides, particularly. I am sure we all took our girls down on Saturday night rather late so we could be sure to have to sit on the steps and thereby have the privilege of holding on to the girl tightly while she screamed all the way to Saltair.

I am sure we have all observed now that the boy has the family car and is driving a crowd of girls holding on to him these days.

There are numerous proposals for doing something about the Great Salt Lake—a State park, restoration of Saltair, and other proposals are still a matter of substantial consideration.

The diking tests that are under process at the present time by the Great Salt Lake Authority, I believe, have substantial bearing on not

only developments of recreational facilities, but also developments of an economic and industrial nature, and transportation and roads on the lake. Today we are considering the Antelope Island National Monument.

Max Rich presented one question that is high in the minds of those of us in the Salt Lake area who are interested in developing the great industrial expansion program that the Governor and various commissions are supporting. This area has been pointed out as north of Highway 40. I would like to point that out with one or two other items, this area right in here [indicating], the airport would be here, the Jordan River is here, Kennecott Copper Co. has a very extensive diking project here in which they store their tailings. This area from the airport west to the shoreline north of Highway 40, as Max pointed out, is the one remaining industrial expansion site. We have a few things there at the present time, the Western Phosphate plant is here, and Kennecott has numerous operations around the point of the mountain here [indicating].

Some mention was made of the potential mineral resource facilities that may be installed. It is my understanding that they would be up in this area on the far side of the lake, and some up in here. Is that right, Keith? It is right up in this area here, so those developments would not present facilities and plants and one thing and another that would have reasonably close proximity to the island.

Senator Moss. On your chemical development, you were pointing to the west shore of the lake.

Mr. ROMNEY. It is my understanding that the National Lead group are up in this area here, and others—

Senator Moss. And the other would be farther out on Promontory, wouldn't it?

Mr. ROMNEY. Taking property out in here, and they are scattered all through this area, but the major developments of immediate potentiality are in this area here and this area here with others having taken land principally along the west side.

Senator Moss. Isn't it true the only extractive industry close to the Antelope Island are the Morton Salt beds at the south end of Antelope?

Mr. ROMNEY. The salt companies are around this part of the lake here [indicating], and over Stansbury Peninsula. They are located in this area here.

Senator Moss. Thank you.

Mr. ROMNEY. The question arises with respect to this specific industrial site area as to the compatibility of such developments and the proximity of a national monument.

One concern is over water coming into the lake or water which may be extracted from the lake. I am fully appreciative of the provisions of the bill as they presently stand. They give proper consideration for the handling of water for the acquisition of property and facilities. There is no reference with respect to the proximity of industrial sites, and if the Senator will excuse me, I am concerned over this matter because in some of the testimony with respect to Canyonland there were references made that it would be objectionable to have any commercial developments within sight of any of the developments around the park. I am hopeful that this attitude would not prevail with respect to the development of this national monument.

I have some suggestions that I think the committee could well consider. Senator Church asked a question here with respect to the funds from a recently created source which are distributable to the State. I believe that it is possible that the Federal interest in seeing this development take place could, by loans or grants or participating funds, assist the State to develop the areas of this lake along the plans that have been outlined before us here today that they have been considering for a long time. I think that there is a channel there. The Governor raised a question as to what they would do, or the State made a statement as to what they would do with respect to the development if this bill should not pass, and I think that these are things that may have a little more priority of consideration than looking at them as alternatives to the passage of the bill.

The great potential of the diking tests that are going on now could furnish sites for observation, for recreation, and would be efficiently and fully flexible to the varying levels of the lake for beaches and other recreational facilities.

That is another angle that might be considered by both the State and Federal Government in considering this problem.

Going back again to summarize, I think that there are very serious hazards with respect to the State's rights and with respect to the industrial development's potential, both those in the proximity of the lake, west of Salt Lake, and even the mineral industrial potentials, in the probability of getting this legislation passed in the form in which it is now written. The guarantees are in this legislation but we have gone through the Canyonland legislation very recently, and the Senators have admirably fought for a multiple-use provision in the Canyonland bill. This had to be sacrificed to get the legislation. I and a number of us are not too confident that either the committees or the Congress will accept the limitation on controls over water and adjacent land use and one thing and another.

We also have the concern, and I think it is fully justified in the light of experience, of the rules and regulations that are set up with respect to this and other types of activities. It is one of my problems constantly to deal with rules and regulations that are being sent out by the agencies with respect to the use of lands under the authorities designated or given to them by the Congress. There is no question but what substantial legislation is going on with respect to regulations that are set up. Now, this may be a little bit farfetched but, on the other hand, the waters of Great Salt Lake are the greatest potential for recreational development and use and for the attraction of tourists to this State and if the Federal Government sets up a resource in this area and finds that the control of those waters is vital, I think that they are going to get the control of those waters. If that should happen then our great potential for mineral resource development that we have talked about and hoped about and have some very substantial investment interest in at the present time will be futile, and Utah will be the loser and I don't think it can be gained back from tourists and recreational facilities.

I want to say this: that I am a member of the chamber of commerce board. We will consider this thing very carefully, and I will look forward to joining in with them also in preparing a statement for the committee. Thank you, sir.

Senator Moss. Thank you very much, Mike, for your testimony.

You have appeared many times before our committee, and you make a good witness. You always state very clearly the position that you take and call to our attention things that we ought to have in mind as we move along the legislative road. I agree that we certainly ought to provide in the legislation the safeguards that are needed for our citizens, our local economy, and make sure that we don't sacrifice in order to obtain one thing, something that is more valuable on the other side. We will have your written statement that will be in the record, and we will study it very carefully.

I might point out to all of the people who are here, that everyone who testifies here will automatically receive a printed copy of the transcript when it is printed up. If any of the others of you who do not testify would like to receive it, you can leave your name and address here with any member of the staff, and we will see that it is mailed to you so you will have the whole transcript of testimony from today and on further hearings that we will undoubtedly have in Washington before this matter finally is determined by the committee.

Senator Church, do you have any questions?

Senator CHURCH. I do have one question.

Do I understand from your testimony that as the bill is presently written you do favor its enactment?

Mr. ROMNEY. As the bill is presently written, I feel that it adequately, or I wouldn't say adequately because I am not a lawyer and legislator, I think the attempt is made to provide protection, particularly the water rights and the mineral and chemical rights established in the lake, and outside of the park area. The concern that I expressed is as to whether or not—

Senator CHURCH. Changes that might occur.

Mr. ROMNEY. Whether those might remain essentially as they are or properly stated in the final legislation that might come forth.

Senator CHURCH. I think you have made that point very clear, and certainly I think the Senate and the House of Representatives have been made aware of the industrial potential in this lake by virtue of the whole question of landownership and the related land question which we have wrestled with for many, many months now.

Mr. ROMNEY. I didn't mention it but this is one of the experiences that raises some of the red flags of concern at the present time about this.

Senator CHURCH. Yes. I think you expressed a very legitimate concern. Industrial values are very important, as well as the recreational values.

Mr. ROMNEY. Certainly.

Senator CHURCH. And one ought not to be sacrificed for the other.

Mr. ROMNEY. That is right, sir.

Senator Moss. Thank you.

Senator Jordan?

Senator JORDAN. Mike, you are always a good witness. Your testimony is constructive.

I gather that you have some apprehensions, not specifically about the language in the bill, but about the rules and regulations that derive from this authority.

Mr. ROMNEY. Well, of course, the rules and regulations I appreciate. I went a little bit far afield on that particular point and left the wrong

impression. The rules and regulations in national parks and monuments are set up, I think, and inhere pretty well to it. We have had a little concern, particularly over Death Valley National Monument, where we felt the congressional intent was that certain mineral lands should remain open and then found later they were subject to withdrawal by a change of viewpoint. But generally the intent of the Congress, I think, is carried out well. I was thinking particularly of the attitudes of the administration toward developments on adjacent land within sight of and within proximity of a national monument.

Senator JORDAN. That is right.

Mr. ROMNEY. Not so much that they could regulate, but I think an expression of concern is always a dampening influence with respect to people coming in and investing and developing in those areas.

Senator JORDAN. I think it is important, and I think it is important that this colloquy take place in the record so it will serve as a deterrent of the kind of thought you have suggested.

Mr. ROMNEY. You asked one question earlier of another witness, Senator, if I might comment on very briefly, and that was with respect to the mineral rights on the island.

Senator JORDAN. Yes.

Mr. ROMNEY. I think it is safe to say from the time Brigham Young's herders were out there and General Connor's soldiers, who have been out there, and the people who have been on the island since, there has never been any mineral discovery and it is a desert island where things are exposed. I would not be concerned about mineral rights on the island. The minerals in the lake are a principal area of concern. I think we would be losing no real potential with respect to mineral rights on the island, and I think, after having gone through the Canyonland experience, we are pretty well indoctrinated that they are not going to be incorporated anyway.

Senator MOSS. No mining on there.

Senator JORDAN. That is right.

Senator MOSS. Thank you, Mike. As I said previously, we will place your written statement here when we receive it.

(The statement referred to follows:)

STATEMENT OF MILES P. ROMNEY, NATURAL RESOURCES COMMITTEE OF PRO-UTAH

My statement on S. 25 is presented as Chairman of the National Resources Committee of Pro-Utah and as Chairman of the Mining Committee of the Salt Lake City Chamber of Commerce.

Pro-Utah and the Chamber of Commerce have recognized the need and desirability of providing access to Antelope Island and developing such bathing and other recreational activities as its features permit and their use would support.

There is concern, however, over the possible interference which a national monument would present with development of the mineral resources of the lake and of the vitally needed industrial expansion areas situated in close proximity to the proposed monument. The status of the mineral resources of the lake has but recently changed from being recognized and talked about to being highly potential for economic development. Several very substantial operations are in the planning stage and would, under normal circumstances, become important producers of an impressive quantity and variety of metals, minerals and chemicals.

At present only the recently assumed proprietary interest of the Interior Department in the relictud mud flats surrounding the lake stalls aggressive progress toward implementing this constructive development. Frankly, this "proprietary interest" creates some misgivings over the thought of having the Interior Department become the landlord of a substantial acreage of land, shoreline and water of the Great Salt Lake.

Provisions are included in S. 25 designed to protect both the State and individuals with respect to the water flowing into the lake, the waters of the lake and the minerals or chemicals within or under the lake, in any areas not included in the proposed monument boundaries. Provisions covering right of the State to construct roads and dikes across the lake, or to alter the shorelines, are also included. These provisions may or may not be all-inclusive with respect to rights which individuals or the State may now possess or may need to exercise in future economic and conservation developments.

The principal concern at present is: can such provisions be effectively retained in the bill in the evolution of House and Senate consideration of the measure? We need go back only so far as the legislative proceedings which established Canyonlands National Park to illustrate the hazard of assuming that the above cited protective provisions will survive, in whole or in part, the gauntlet of legislative procedure. In the first discussion of the Canyonlands bill consideration, access to the numerous known and highly potential mineral and surface resources was a strong issue. In recognition of those potentials, provisions were included in the legislation for multiple use. This was amended to originally permit, but to phase out multiple use. However, the bill as finally passed completely eliminated multiple use. It became a casualty despite the strong protestations of the Utah congressional delegation and particularly of Senator Moss, a member of the Conference Committee which gave the final ax blow to the multiple use provision.

I do not debate the basic issue of multiple use in National Parks and Monuments vis-a-vis exclusive recreational use. I am concerned that multiple use in Canyonlands was dangled as a carrot for support of the measure by Utahans. The carrot vanished in thin air when the strength was apparently available to assure incorporation of all the acreage desired, without being encumbered with what were considered by many objectionable economic development rights within the Park area.

The same procedure of promise and deletion could develop in consideration of S. 25, for the limitations in the measure relate to economic assets and activities which have both direct and indirect bearing on the proposed monument as to its operations and environment.

Fundamentally, the real basic asset of Antelope Island for attracting the tourist is a stretch of beach on the northwest corner of the Island. Further shrinkage of the lake, in the magnitude of that experienced in the past few decades, would materially reduce the usefulness and attractiveness of that resource. Presentation of that possibility during discussion of the bill will lead to strong and widespread opposition to the limitations with regard to waters entering the lake or water in the lake. Even should the bill pass with such protecting provisions as the bill now contains, subsequent experience of water shortage would stimulate attempts to remove them.

There are tests being made which could establish cheap and effective means of building dikes, beaches and observation points and of maintaining the same in the event of lake level fluctuations. Serious consideration of such potentials should be seriously given by private and State interests before turning to the Federal Government for financing, with the attendant hazard of an exclusive landlord in the midst of a great mineral production complex and an industrial expansion site.

Senator Moss. We are about to come to the time when we must take our noon recess. We have certainly had a very fine hearing this morning. We have been here 3 hours now, and we still have some very fine witnesses to hear. I recognize many of the names I have, some who have sat here the whole morning long, and I appreciate their patience in spending all of this time. I do think, however, the best way for us to proceed will be to have a luncheon period which we will try to keep rather brief because, as I announced in the beginning, this committee has an appointment this afternoon to fly out to the island and on up to the Golden Spike National Historical Site, and certainly we must conclude our hearings in time to keep that appointment. So when we recess, we will just recess for 1 hour and be back and try to finish soon.

I might say also that in the event anyone who is to be a witness finds that he cannot stay this afternoon, and wants to submit his statement in writing, it can be put in the record and will be part of the record just as much as if he testified orally. We, sitting here, are all members of the committee, and it is important for us to hear these witnesses, and we are expected to ask questions to clarify the thinking in our own mind or to fill out the record if we think that is important. But, ultimately, what is in the printed record is the important thing because the other members of the committee, who cannot be here today, will read the record, and that is where they get their impressions. Therefore, what goes into the record in written form is almost as valuable as having it delivered orally before those who are sitting on the subcommittee.

I do have several witnesses on this list yet to hear that we will hear this afternoon, but we will now stand in recess until 1:15.

(Whereupon, at 12:15 p.m., the hearing recessed to reconvene at 1:15 p.m., this same day.)

AFTERNOON SESSION

Senator Moss. The subcommittee will now come to order. We will resume our hearings.

I regret that Senator Church will not be able to be with us this afternoon but I am very pleased that Senator Jordan will be here. I think we had some very excellent information given us this morning to make a good record which the committee, as a whole, can study in fashioning this legislation.

We have some very important people yet to hear because we are somewhat limited in time, and I want to push along.

We will call first on Mr. D. James Cannon, director of Pro-Utah, which I might explain is a private organization of Utah citizens who devote their time, energy, and funds to promoting scenic and travel areas in the State but also foster other types of development. They do an excellent job, and Mr. Cannon also served as director of the travel council. What was the official name of it, Jim?

Mr. CANNON. Tourist and Publicity.

Senator Moss. Tourist and Publicity Council is doing an excellent job for Pro-Utah, Jim.

STATEMENT OF D. JAMES CANNON, ON BEHALF OF PRO-UTAH, INC.

Mr. CANNON. Thank you very much.

This statement is very brief, and I would like to read it, because I think it ought to be heard by you gentlemen and those who are present.

Pro-Utah Inc., is in favor of both the recreational and industrial development of Great Salt Lake under State government, with active participation of local government and private enterprise. We approve of the wording of the bill—H.B. 33—which set up the Great Salt Lake Authority in the 1963 State legislature, when it noted that—

The Authority shall coordinate multiple use of property for such purposes as grazing, fish and game, mining and mineral removal, development and utilization of water and other natural resources, industrial, and other uses in addition to recreational development.

We also note that the Great Salt Lake Authority, and this is in that same bill, "is * * * to gather all studies * * * regarding Great Salt

Lake * * *” and it “shall have the responsibility for planning * * *” These statements indicate that the multiple use concept includes the idea of wise and careful planning.

Pro-Utah believes that State and local government, plus private enterprise, are fully capable of developing Great Salt Lake for the best interests of the people of Utah, as well as for those who visit here. We do not feel that it is necessary for the Federal Government to be involved in this matter, and therefore oppose the proposition to establish a Great Salt Lake National Monument.

I would like to say, Senator, in addition, that I remember the hearings you sponsored a number of years ago for the proposed Great Salt Lake National Park. At that time a statement was made that the State of Utah had apparently failed in its responsibility in the development of the lake. Many of us at that time felt that the State could develop the lake, and after a period of time this Great Salt Lake Authority was formed. However, the hands of the Great Salt Lake Authority have been tied for about a year or a year and a half now, and they have been noneffective because of that, at least as far as the development concerned on Antelope Island. They have been doing some work on the testing of the tailings, Great Salt Lake.

I would like to propose that rather than appropriate ten and a half million dollars right now, let's ask the National Park Service to appropriate, say, about \$25,000 to be watched with a similar amount from the State, to do the planning necessary to find the answers to some matters that were brought up today, and others that are very important and very pressing, the matter of diking, who is going to pay for the docking, what results it will have on the creation of a fresh water bay and so on, the migration of salts to the north end of the lake which is taking place now since the fill has been put across the lake by Southern Pacific. The matter of sewage disposal, the matter of fresh water on the island or bringing the water in from the mainland, and finally and most important, of course, is the development of an overall plan for Great Salt Lake.

We feel that to hurry the formation of a Great Salt Lake National Monument without solving some of these nagging questions about Great Salt Lake as a whole would be inopportune and inadvisable. This would be in addition to my statement and it occurred from what was discussed this morning in the hearing.

Senator Moss. Thank you, Jim, for your testimony. I take it that the Pro-Utah supports this position, I mean the whole organization.

Mr. CANNON. Yes.

Senator Moss. And therefore they are opposed to the establishment of the Great Salt Lake National Monument. Of course, you heard the chairman of the Great Salt Lake Authority this morning say that the authority supports the plan for a monument. Did you hear that this morning?

Mr. CANNON. I realize that.

Senator Moss. And therefore the studies they have done have shown that this is the proper way to proceed.

Your suggestion that we simply get \$25,000 from the Park Service to conduct these studies on the lake, of course, hasn't any practical means of accomplishment unless the Park Service is making a study within its sphere of legislative duty. For instance, it has no funds

with which to go into diking or migration of salts or sewage disposal or even for an overall plan for the lake unless there is a bill that would include the whole lake in a park or monument. So I don't see how that could be accomplished, at least through the National Park Service.

Mr. CANNON. I think the National Park Service has cooperated on many occasions with, for example, a State park commission a few years ago. The National Park Service, out of its Santa Fe office, loaned a plan to the State park service for planning from the Wasatch Mountain Park. I think this is a very good move, and I am certainly in favor of Federal-State cooperation wherever we can get it. It seems to me that in these days of tight money and inflation rather than to spend ten and a half million dollars it would be well to spend some money to do an overall planning job on Great Salt Lake, which has not been done. In spite of the studies which have been made over the years, starting many years ago, 60, 70 years ago, we do not have an assembled body of information about Great Salt Lake. I don't think that we can take one part of the lake; namely, Antelope Island, and in a way the key part of the lake, and isolate it from other development throughout the lake.

I think that no matter how carefully we word the bill, and you have done a very good job in this matter, that no matter how carefully we do it, conditions arise which will be in, and I think result in, decisions made by those who supervise Great Salt Lake National Monument which would be inimical to the interests of the people of the State of Utah, and perhaps the economic development of the Great Salt Lake.

Senator Moss. Well, of course, I don't think anyone can quarrel with your recommendation that there be the fullest kind of information developed that it is possible to get. We ought, certainly, to know all we can about the lake.

On the other hand, one theme that seems to have run through a lot of this testimony is the urgency of doing something now. On this basis, the Davis County people built their road out 6 miles because they want to do it right now and they think it is going too slowly under the proposal for a national monument. The Great Salt Lake Authority felt much the same way. They felt frustrated because they were held up in litigation of some kind, and they wanted to go right now and start some kind of a recreation area on the north part of the island.

So I am a little dubious as to whether public opinion would be that we delay further for a longer study.

Mr. CANNON. Senator, I am glad you brought that up because I don't want my remarks to lead anyone to the thought that I am not in favor of doing something with Great Salt Lake now. Recreationally, I am very much in favor of the recreational development of the lake and in spite of the fact that this was worded this way, we don't separate the recreational value. I am talking about the economic value of recreation, from the so-called industrial value or values.

It seems to me that the Great Salt Lake Authority, with the \$150,000, has enough money to at least move ahead on its program, that is, the acquisition of a number of acres. I don't know that I agree with them on the idea of 4,000. I think they could do a very nice development

on less than 4,000 acres, maybe half of that. Even for 4,000 acres at the appraised price, they would still have \$50,000 left over for some other development. Davis County has built that road out within a mile and a quarter of the island. It will mean some kind of an appropriation to connect the road to the island. I realize that.

I am not suggesting a postponement of the effort to develop the north tip of Antelope Island. But I am suggesting that this matter of the Great Salt Lake Monument could very well be determined, could much more sensibly be determined, after we have seen what the State can do and after we have made certain studies which would answer some of these nagging questions that we have on Great Salt Lake at present. I am not sure, for example, that we know that water in the vicinity of Crystal Bay or Bridger Bay is suitable for recreation at the moment, in spite of the fact we put in the sewage disposal devices. I am not sure we can say that right now it is suitable for swimming, for bathing, and I think this is a question that has to be answered before we go ahead and set up a program. It would relate to all the communities that have sewage disposal plants, and we have been emptying sewage into the Great Salt Lake.

Senator Moss. Thank you.

Senator Jordan, do you have any questions?

Senator JORDAN. Mr. Cannon, this testimony you are giving now is the first adverse testimony we have received, and so I want to explore with you a little bit more some of the reasoning behind the position you have taken. I do it for the purpose of building a record because those of us who are here on the committee, when we go back to Washington, will have to defend whatever recommendations we make against questions submitted to us by the whole committee, and so we will want to know some of the answers.

Tell me, Mr. Cannon, how many people are in Pro-Utah?

Mr. CANNON. Well, Pro-Utah is not a membership organization, Senator. It is an organization which was developed on a cooperative basis a couple of years ago for the purposes of economic development. There are 151 board members and 19 members of the executive committee.

Senator JORDAN. And what generally is the purpose and object of Pro-Utah?

Mr. CANNON. Well, the purpose is economic development of the State.

Senator JORDAN. Of the State. Of course, this would include recreational development.

Mr. CANNON. Oh, yes.

Senator JORDAN. Because recreation has come to be one of the greatest industries we have in the West.

Mr. CANNON. That is correct.

Senator JORDAN. How is your organization financed?

Mr. CANNON. By private contributions.

Senator JORDAN. By private contributions.

Mr. CANNON. We have about 150 to 200 organizations that have contributed funds for it.

Senator JORDAN. Now, we have heard several witnesses this morning, including the Governor, indicate that development of the island, as

envisioned by the National Park Service, would be beyond the competence of the State to develop.

Do you agree with that?

Mr. CANNON. No.

Senator JORDAN. You don't agree with that?

Mr. CANNON. No, I don't.

I think that the State has never assumed its responsibility in regard to Great Salt Lake. I acknowledge that. When I say never, I mean in the last generation. I think that the people who built Saltair, and many of the other resorts, did a marvelous job. They have shown that something can be done.

We have taken a defeatist attitude about Great Salt Lake, and I don't agree with that at all. I am sure there are many other people who feel the same way. Just, for example, Senator, if I may.

Senator JORDAN. Please.

Mr. CANNON. If this were developed by the State, I would imagine, I don't want to quote Mr. Disney in this regard but we have seen what he has been able to do at Disneyland, and I am confident that there is venture capital available, investment capital available, to develop something on Great Salt Lake which would not involve Federal funds or State funds and which would be very beneficial economically to the State of Utah and would be in terms of millions of dollars, and not just a few thousand. And it would be my goal in Pro-Utah, along with many other kinds of industrial developments that we are seeking, if we had this kind of opportunity, to go out and merchandise or market this opportunity with people like Mr. Disney or someone else who would have capital to come in and do this kind of thing.

Senator JORDAN. You believe, first of all, that more research must be done on an overall plan for the development of the whole lake?

Mr. CANNON. I surely do.

Senator JORDAN. To be put together before you proceed piecemeal on some kind of a development like this; is that it?

Mr. CANNON. I surely do.

We are witnessing, and I will say again, you see we didn't really know what effect the dike would have across the north end of the lake.

Senator JORDAN. Yes.

Mr. CONNOR. And we are witnessing a migration of salts. Now, there are some people who say it will be stabilized, but no one knows and I have talked with several authorities on this. Well, this is something new, which has developed, and I think which needs to have some expert study on the matter to determine whether this is going to be continuing or what ultimate effect it is going to have on the waters of Great Salt Lake. That is just one element of the problem.

Senator JORDAN. Yes, you mentioned diking as being another matter of concern to you. Who pays for it, and I don't think the bill is clear as to that. You mentioned migration of salts, as you have indicated. You mentioned further studies would probably be necessary with respect to the effect of sewage disposal programs that are now being implemented, and you mentioned also one other matter that is being discussed, the adequacy of water supply. You think these are all matters that should be investigated thoroughly before a master plan is put together.

Mr. CANNON. Along with the development of a master plan, this would be the foundation.

Senator JORDAN. Yes. Do any of your members come from Ogden, in that area?

Mr. CANNON. Yes, the president of that organization is from Ogden.

Senator JORDAN. The testimony we had from some people from Ogden was that the opposition in that area was minimal.

Mr. CANNON. Well, I think that is probably true. I don't know what means they used on this.

Let me just assure you I have made no poll of the 151 directors in Pro-Utah. This is simply a decision based on the executive committee of Pro-Utah. We feel that Pro-Utah is pro multiple use, and we feel that Great Salt Lake has definitely a multiple-use requirement not only on Antelope Island but everywhere else on the lake.

Senator JORDAN. In the Indiana Dunes National Seashore project we ran into a similar partnership arrangement where the State of Indiana had a park within the boundaries of the proposed national seashore. The State of Indiana was loath to surrender control of this park because they said it financed all the other parks in the State. It was a lucrative venture for the State. Is it not possible that this, a State development of the resources as indicated here, might be the most lucrative end of this proposal?

Mr. CANNON. Perhaps so. But I think here again that the State should make the effort to develop it and see how far it can go, and have this study made. It would be worth while, before a decision is made on Federal participation, as far as the creation of a national park or monument is concerned.

Senator JORDAN. In other words, I know some members of our committee will be concerned that the Federal Government isn't called upon to put up the \$10.5 million here and leave the State in a position of having the income from whatever resorts are developed, and that might be indicated by some of the testimony we have had here today.

Do you agree to that?

Mr. CANNON. Yes, I think so.

I would feel that this matter of the appropriations is something that hasn't been fully discussed. I hope that the committee will give consideration to the requirement on the amount of money needed to adequately develop Antelope Island and the Great Salt Lake National Monument. We are talking about two different things here in talking about State development. We are talking about one part of an island, and the national monument idea is to take the whole island.

Senator JORDAN. I understand it.

Mr. CANNON. And acquire it and develop it. So the two aspects are not exactly correlative.

Senator JORDAN. They are not exactly correlated but are they, in your judgment, incompatible?

Mr. CANNON. No. I feel this way: As I said before, that the State ought to have the opportunity to carry forward with its development, and it is difficult to predict the outcome right now. It may be that we are going to run into more problems on Great Salt Lake than the State of Utah can possibly solve. Maybe other conditions will come to the fore that will dictate a national park or national monument kind of development is necessary, but I think that it would be premature to

say that we have the answer to this kind of proposal until we: (1) Try the State and private enterprise approach; and (2) make the kind of study that I think we need to make of Great Salt Lake to get the answers we need.

Senator JORDAN. To sum up the testimony then, in your opinion, you are not at the point now where you think it is imperative to have Federal help on this project.

Mr. CANNON. I do not.

Senator JORDAN. Thank you.

Senator MOSS. Thank you, Jim. We will have to hasten along.

Mr. Walt Smith is listed next, representing the Utah State Industrial Promotion Commission. Commissioner Jenkins will represent the industrial promotion commission. This is Ed Jenkins. Glad to have you here today, Ed.

STATEMENT OF EDWARD W. JENKINS, COMMISSIONER, UTAH STATE INDUSTRIAL PROMOTION COMMISSION

Mr. JENKINS. The commission hasn't met formally on this statement, and this is, more or less, just a request that we be permitted to submit a statement in writing.

Senator MOSS. You may submit a written statement afterward if the commission, in meeting on it, wants to vary from this in any degree, and you can explain this is in amplification of it if you would like to do that.

Mr. JENKINS. The industrial promotion commission is that department of the State of Utah which, among other powers, has the power and authority to:

(a) Promote, coordinate, and encourage the economic, commercial, financial, industrial, agricultural, and civic welfare of the State of Utah.

(b) Do all lawful acts for the development, attraction, and retention of businesses, industries, and commerce within the State of Utah, and to do all other acts not specifically enumerated herein provided such acts are for the betterment of the economy of the State of Utah.

The Great Salt Lake has vast industrial potential in both minerals extraction industry and the tourist industry. However, there are numerous problems impeding the development of these two industries. Foremost among these is the question of the adequate water inflow into the lake. At the same time that the national parks department is urging the development of a Great Salt Lake National Monument, another branch of the Federal Government, the Bureau of Reclamation, is going ahead with plans to withdraw a significant amount of inflow and use it in the Upper Bear River reclamation project. The Bureau of Reclamation also contemplates further withdrawal of waters presently reaching the lake through the Weber River and Jordan River drainages.

The industrial promotion commission is anxious to see an orderly development of the mineral and tourist resources of the Great Salt Lake. It does not oppose Senate bill 25 but does express concern over various programs that do seem to put an unduly heavy claim on available water.

Because of the complexity of the problem, the industrial promotion commission will not at this time make a detailed statement on the

development of Antelope Island as a national monument. Rather, it requests the right to submit to this committee at a later date, a written statement. This statement, with such supporting evidence as deemed necessary and based on evidence developed in this hearing and other such information as it may collect and evaluate, will delineate what the Commission thinks is the best way to achieve full development of both the mineral industry and the tourist industry on Great Salt Lake, and what safeguards should be worked out to avoid basic conflicts among various programs.

Senator Moss. Thank you very much, Ed. We will welcome that statement.

The bill, as you know, specifically sets aside any requirement that water levels be maintained or that any water rights coming into the lake and so on be interfered with in any way. So we have tried to steer clear of impeding any of those rights. But your point, I think, is that we ought to have an overall——

Mr. JENKINS. Be sure that it is compatible.

Senator Moss (continuing). Plan so we know what's coming in.

Mr. JENKINS. Yes, so that an orderly development of the mineral and industrial potential of the State can be maintained along with all the desirable features that can be handled through Antelope Island as a national monument, or whatever means would seem more harmonious to accomplish both of these things, if possible.

Senator Moss. Fine. Thank you.

Do you have any questions?

Senator JORDAN. If I understand, Mr. Jenkins, this statement will be available for this record before it is closed within a couple of weeks.

Mr. JENKINS. Yes. We will try to have a statement in.

Senator JORDAN. Thank you.

Senator Moss. Our next witness is Mr. J. L. "Casey" Brown, the Utah State Department of Fish and Game. Casey, we will be glad to hear from you.

STATEMENT OF J. L. "CASEY" BROWN, UTAH STATE DEPARTMENT OF FISH AND GAME

Mr. BROWN. Mr. Chairman and Senator Jordan, my name is J. L. "Casey" Brown. I am the administrative assistant with the Utah Department of Fish and Game. I speak for the commission and for our acting director, Mr. Bud Phelps, who was denied being here today since our commission is meeting in Vernon, and he had to be away.

You will be pleased to note and see, Senator Moss, in view of our verbosity on such things as these, especially those that relate to the Park Service, that you probably have here the shortest statement in support of your bill, S. 25.

I say "opposition," because quite frequently we are at odds with at least one segment of the very fine U.S. Park Service's management program; namely, the fact that we are not allowed to hunt on national parks and monuments, nor to manage the game there frequently, and this is an old saw we won't go into here. As relates to Antelope Island, there is no opposition in respect to that phase of the Park Service management if only because, well, we are something like the old gentleman from the hinterlands in this respect with regard to Antelope Island and to a degree all of us, "what we ain't had, we ain't missed,"

and we have never had hunting on Antelope Island for the public, as such. Very little, in fact, historically, by anyone.

With no further ado, unless you gentlemen have questions, I will read the very brief statement for the benefit of the audience so they will know the position of our department.

The following is submitted in regard to Senate bill S. 25 as amended September 20, 1965.

We commend Senator Moss for his introduction of this important legislation, as we join with Governor Rampton and all others who support early, favorable consideration of this bill.

Such legislation to establish a Great Salt Lake National Monument is fully justified in recognition of this historic, unique remnant of one of the great inland seas. Further, the recreational, esthetic, and economic benefits to all the people of Utah and the Nation are immeasurable as they will accrue from development of the monument.

In specific relation to wildlife values involved in the area of the bill, there is good reason to believe that rookeries and other nesting sights of birds common to this section will be enhanced. We also assume that the orderly, controlled harvest of brine shrimp eggs from this section of the lake will not be deterred.

Very respectfully, and thank you very much for allowing me to read the statement.

Senator Moss. Thank you, Casey.

We appreciate the position taken by the department of fish and game, and we understand why Mr. Phelps can't be here today, since the commission is meeting.

There is some game on the island at the present time but, as you say, it has never been a public hunting ground and, therefore, has never been managed at all by the fish and game department; is that right?

Mr. BROWN. This is true.

Senator Moss. If it became a national monument, the National Park Service would be charged with managing whatever game happened to be there or was planted at a later time.

Mr. BROWN. This is correct.

Senator Moss. Thank you very much.

Do you have any questions?

You don't worry about fishing very much in Great Salt Lake, do you?

Mr. BROWN. Brine shrimp is an industry some people are concerned with, of course.

Senator Moss. Yes, of course.

Mr. BROWN. But other than that, no. We would like nothing better, as a department, to be able to have the money to purchase the island and set it up as a bird watcher, hunting, and fishing area, if this could be done. But we think it is a fine development and want it so understood in the record.

Senator Moss. Yes.

Senator Jordan.

Senator JORDAN. Go into this brine shrimp, for example. Go into this a little bit.

Senator Moss. There is a man coming on who is going to talk about that and give you all the details.

Senator JORDAN. I will pass up that question.

I would like your opinion on a suggestion made by an earlier witness that certain other islands, Gunnison, Bird, for example, and White Rock, be investigated for possible inclusion in this project. As a member of, and representing, the Utah Game and Fish Commission, what do you think about that?

Mr. BROWN. Senator Jordan, one man in my department, I think, from years gone by until this day, is more knowledgeable of this than probably any other man in the State, and this is Mr. Leakey, who has been in this water study. I am a little embarrassed to say that I can't answer. Another question that was asked, concerning ownership of these islands, I can answer in part.

Senator JORDAN. Yes.

Mr. BROWN. They are private land. Gunnison Island is substantially private land, as is Fremont Island. Some of the islands are still in the public domain.

The merits of setting aside or including those other islands in the proposed monument, I think, can be answered better following possible study of how the dikes may be extended across the lake and the effect it will have upon nesting birds. For example, if you tie into an island with a dike and you put in a road and it is a road across that island, inevitably you must interfere with the nesting habit of birds and that would be especially true of pelicans and some other shore birds. They care not for the close association of man, you see.

I think this could stand some study, and I do believe it has merit and national stature to include these islands in something like this eventually, but I don't think at the moment we have the facts gathered and know where the total project is going at this stage, to make a qualified statement. I think it is something worth viewing in the future.

Senator JORDAN. Thank you.

Mr. BROWN. Yes, sir.

Senator MOSS. Thank you very much, Casey.

Mr. BROWN. You are very welcome.

Senator MOSS. Mrs. Bernice Anderson, of Corinne, was here all morning long and decided that she must leave, and she is going to submit a written statement later. I just wanted to note in passing that this lady is, I think, more responsible than anyone else in the State for keeping alive the interest in the Golden Spike National Historic Site which has recently been enlarged by legislation, and where in 1969 we are planning to have the centennial of the driving of the golden spike. This isn't directly connected with the bill before us, but much reference has been made to the possibility of finally tying in a drive between the island and the Golden Spike site for a better viewing of the area. I am sure that Mrs. Anderson's testimony would have been mostly on the Golden Spike National Historic Site if she were here, and I do hope they will submit a written statement because this has some relationship to our problem.

When her statement is received it will be included at this point.

(The statement referred to follows:)

STATEMENT OF BERNICE GIBBS ANDERSON, PRESIDENT, GOLDEN SPIKE ASSOCIATION

The Golden Spike Association of Box Elder County, Utah, and the National Golden Spike Society, Inc., are interested in any program that will bring more tourists to the Great Salt Lake area, and will make them feel more rewarded for coming than has been the usual case.

The Great Salt Lake deserves more attention than it is getting at present. A few years ago one of Utah's most prominent tourist agencies took a survey in order to determine just what tourists coming into Utah would like most to see. In the following order the results were: first, the Great Salt Lake; second, The Golden Spike Site at Promontory Summit, and third, The Mormon Temple and Tabernacle in Salt Lake City.

At present the Southern Utah Parks may have risen to one of these three places, but the first and second are undoubtedly still among the top attractions.

For your consideration the Great Salt Lake belongs to the world! There is no other lake just like this one. It was the magnet drawing the early explorers to the west, and it's history is ageless. Survivor of the Glacial Period, it is over 4,000 feet above sea level, and in places, nearing 29% salt, more than the saturation point at which salt and water become solid. Should there ever take place the motion underneath the surface necessary to change its liquid state into a solid, no one would be able to live along the Wasatch Front for the reason that the prevailing westerly winds in this area would pick up much more salt than they already do and deposit it there. (This statement was made to me by C. G. Adney, now deceased, a former trustee of the Utah State University, and formerly one of our best advisors.)

It is a disgrace that tourists coming into Utah can find no way by which they can visit the Great Salt Lake! And where else in the world can they dip a twig into a salt lake, dry it in the sun, and by repeating the process come up with a souvenir of sparkling white crystal beauty?—a do-it-yourself approach.

Because it contains so many more attractions than any other land in or adjacent to the Great Salt Lake, we would like to suggest that the Promontory Range extending into the lake on the north be considered in any future development of this area as an added tourist attraction. It is already near the Golden Spike National Historic Site. Many deep canyons bisect it which would make ideal picnic and camping sites. A road already exists along its eastern side which could be extended entirely around it taking in the Indian Caves and other attractions along its western side. From Antelope Island, or Fremont Island, a ferry boat might transport passengers and their cars, across to the point of the range, or a road might be built running west from Ogden. However, the method of accessibility is not my concern as much as the tourist attractions which are available there, and which I shall try to list. Most of the people in Utah seem to me to have had the impression in the past that the Promontory and the Golden Spike National Historic Site were farther removed from Utah's centers of population than the moon, but I will venture a guess that both are nearer to these centers, even at present, than, the distance between some of the Utah Parks, and I have never heard criticism of that! And most of the early explorers managed to visit the Promontory Range!

FEATURES OF THE PROMONTORY RANGE

1. Accessibility:

- A. It can be reached by water, air or land.
- B. It is within a comparatively few miles of any city or town along the Wasatch Front from Provo to Tremonton, Logan and Malad.
- C. It already has a landing field, a railroad (S.P. Lucin Cut-Off) a good road from the Brigham City area to the tip of the Promontory.

2. Recreation:

- A. Camp and picnic sites could be developed within the canyons with very little effort:
- B. Electrical power is available now along most of the east side of the Promontory.
- C. Fresh water springs nows in the area could be developed further.
- D. Riding Trails.
- E. Swimming and sunning:
 1. Beaches on Point.
- F. Boating.
- G. Rock and Fossil Collecting.
- H. Sight seeing—historical and scenic:

1. Lake itself.
2. Surrounding mountains.
3. Plants.
4. Animals.
5. Birds.
6. Swallow nests.
7. Indian caves.

3. Zoology, Natural History:

Swallow nests on a long cliff near the highway on the east side which have been destroyed by vandals are now coming back. San Juan of Capistrano has nothing on us!

Both land and water types of birds may be seen here. It is a paradise for the naturalist and student. There are in excess of thirty-three types of birds to be seen here.

4. & 5. Geology and History:

A. Terraces.

B. Ancient Lake Bonneville—Lake LaHontan.

C. Gem material.

D. Rock Formations:

1. petrified rock.
2. iron pyrites.
3. conglomerates.
4. petrified corals and shells.
5. quartz.
6. crystals.
7. mica slates.
8. hornblends.
9. granite.
10. bisalt.
11. absidian.

6. Scientific (college students):

A. Plants, animals.

B. Caves.

C. Geology.

D. Explorations.

E. Petroglyphs.

F. Arrow-heads, hatchets.

G. Grinding stones, Pottery, etc., are all to be found on or near the Promontory.

H. Terraces.

I. Fossils.

7. Rocks and Formations:

A. Fossils.

B. Metamorphic.

C. Conglomerate.

D. Crystals (gypsum).

E. Gem (agaturized).

F. Petrified.

G. Products of volcanic action.

8. Botany:

There were found in 1850 in excess of 14 new plants, listed in Appendix 8. There are still many to be found in the area, and surrounding areas.

9. History—indicated in Stansbury's Report.

10. Abuses:

A. Loss of Petrified forest.

B. Dead Water—no openings.

C. Navigation no longer possible.

D. River waters now diverted.

E. Tailings can be only harmful.

11. Future Plans:

Inside the Promontory Range are hidden Indian Caves—Indian Petroglyphs, ancient cedars, huge sage brush, natural rock formations, a mountain peak of hexagonal crystals named "Diamond Mountain" and other attractions.

The Antelope herd and the wild mustangs are gone!

But the wild deer, the bob cats, coyotes badgers and many other animals are still there.

Many birds are here and its fascinating history can be brought to life once more by correct interpretation.

12. Explorers:

Beginning in the year 1689, with Baron LaHontan, thirty items of interest pertaining to explorers of the area, forts, groups, each adding to the development of the area are listed, giving dates and locations of each one.

ZOOLOGY—NATURAL HISTORY

Some of the types of birds on, or near the Promontory Range :

Skylark	Killdeer— <i>Charadrius Vociferus</i>
Yellow headed Blackbird	Brown Crane— <i>Grus Canadensis</i>
Yellow-bellied Woodpecker	Bittern— <i>Botaurus Lentiginosus</i>
White Winged Dove	Long Billed Curlew— <i>Numenius Longirostris</i>
Mourning Dove	Willet— <i>Symphemia Semipalmata</i>
Blue Partridge	Avoset— <i>Recurvirostra Americana</i>
Gambel's Partridge	White fronted Goose— <i>Anser Erythropus</i>
Field Plover	Wild Goose— <i>Anser Canadensis</i>
White-headed Avoset	Mallard— <i>Greenhead—Anas boschas</i>
Blue Crane	Baldpate— <i>Mareca Americana</i>
Pelican	Greenwinged Teal— <i>Querquedula Carolinensis</i>
Swan— <i>Cygnus Americanus</i>	Redbreasted Teal— <i>Pterocyanea Raffles</i>
Snow Goose	Spring-tailed Duck— <i>Pafila Acuta</i>
Grey Goose	Sea Gulls
Owl	
Swallows	
Sage hens or Prairie Cock	
Lewis Woodpecker— <i>Picus Torquatus</i>	
Blue Bird— <i>Sialia Macroptera</i>	

These are only a few of the types of birds found here.

GEOLOGY AND HISTORY

As the Ice Age slowly relinquished its grip, the resulting waters formed ancient Lake Bonneville, glittering in the sunlight one thousand feet deep above the present site of Salt Lake City.

Not only Bonneville, but the entire Great Basin became a vast inland sea. Ancient beaches, terraces, and River deltas found there show that the waters covered much of western and northern Utah, some of southern Oregon, practically all of Nevada, and a strip extending almost the entire length of the eastern part of California.

This vast body of water reached almost down to the Gulf of Lower California and very nearly touched the chasm of the Colorado River, but never broke through its southern barriers.

As the glaziers melted there was not water to feed this sea. The waters retreated from its rim, decade by decade, leaving a few isolated lakes, mostly up in Nevada.

That part of the fossil sea within Utah became known as Lake Bonneville, and the part covering the entire western region, the Lake Lahontan.

In the past glacial period when the water was still rising it filled the Great Basin. In Utah it cut a shore line, named the Bonneville Terrace deep upon the mountains surrounding Lake Bonneville. Finally it overflowed bursting through the soft gravels at Red Rock Pass in northern Cache Valley, and flowed out to the Columbia by way of the Portneuf and Snake Rivers after filling Marsh Valley and then gradually receding. In this period it fell rapidly for three hundred and seventy-five feet before its flow halted again at one level to cut another terrace.

The second terrace was named the Provo terrace and is about six hundred and seventy-five feet about the level of the present lake. This height varies slightly with the rise and fall of the lake. Geologists have placed this period from 23,000 to 40,000 years ago . . . from which the waters began to recede some 20,000 years ago.

After the Provo Terrace, the shrinkage was gradual enough so that no well defined terrace is shown until the water reached a height of about 300 feet above the lake until it cut the Stansbury Terrace in more recent time, say about 10,000 years ago.

Finally the surface of the vast lake lowered until it could force no outlet. Sinking to its present level it must go on becoming more salty and dead every year unless moisture conditions change in the area. Dams to divert the flow from surrounding rivers will aid in drying it up.

Records show that the Great Salt Lake has dried up twice before in its long history.

LAHONTAN

First mention of the lake in print was made by the Baron Lahontan following his exploration of the Missouri River in 1689. His report was published in 1710 by the Royal Society of London and the Royal Academy of Paris. Since 1600 the early explorers had heard of the existence of a Salt Lake somewhere in the west.

Lahontan was told of the Lake by four bearded captives of the tribe he met on the banks of the Missouri River whom he at first mistook for Spaniards. They had been captured in war with the tribe they were then with from their home near the shores of a Salt Lake several leagues to the west several years before and were hoping for peace to come so they could return home. In appearance they resembled the Spaniards, wearing boots and clothing made of skins.

Lahontan drew a map on a deer skin with the Indians, who evidently knew some astronomy, pointing out in the heavens by the stars the positions of latitude and longitude corresponding to the Baron's drawing. In all fairness to Lahontan the lakes position is in the same general location as the Salt Lake of today, and Meira, Escalantes map maker, finding similar Indians in Central Utah, in 1776 placed a drawing of them on his map.

INDIAN CULTURES, SCIENTIFIC AND HISTORY

Magnet for Humanity—The Great Salt Lake

In this region lived many peoples of cultures long extinct. The Folsom, Yuman, Gypsum, Pinto, Basket Maker and Pueblo cultures, dating from about 25,000 years ago, left evidence of their existence in the many caves of the area around the Great Salt Lake and on Promontory.

A new culture, found in recent years was named the Promontory Culture. They were evidently Nomads from the north or some other region and left traces of their culture in caves on the Promontory range and near Black Rock on the southern end of the lake.

Shoshoni culture was around the lake. Also, Commanche, Ute, Proper, Western Shoshoni, Southern Piute and Northern Piute and Basket Maker.

Utes and Commanches acquired horses from the Spanish Conquistadors and made themselves feared over a wide area of the Great Plains.

Western Shoshoni are "Diggers" were less aggressive, living on roots, plants, small animals and reptiles.

INDIANS

Shoshoni Proper: Southern limits of their territory the Bear River and Great Salt Lake area.

Utes: Ranged around southern end of the lake and south to Utah Lake and beyond Provo area.

The Gosiutes: Ranged west and southwest of the Great Salt Lake. Their Chief Wanship, a Ute, intermarried with a Shoshoni from the north and became a friend of the Mormon Pioneers.

Walker or Wakara—meaning "yellow" and Black Hawk, both Utes, were antagonistic to the early settlers in Utah. Although Walker was baptized into the church, he resented the interference with his slave traffic. Friendly Indians were Sowiette, half brother of Walker, Kanosh, Kanarra, and Tutsegabits, Southern Piute Chief.

Egyptian Type figurines found on Fremont Island by Stoddard of Ogden.

Egyptian type burial found on Gunnison Island by Alfred Lambourne. (Slabs of rock line sides and bottom of crypt which holds about three burials. Each one is placed above the others and with a rock slab on top as covering.)

ROCK FORMATIONS

1. Fossils.
2. Melamorephee.
3. Conglomerale.
4. Crystals and Gypsum.
5. Gem (agatized).
6. Petrified.
7. Basalt and obsidian—products of Volcanic action.

Four distinct geological periods are represented on Promontory.

1. Selurian or devonian age.
2. Carboniferous period.
3. Cretaceous period.
4. Tertiary.

Elevated portions of the islands and ranges of carbonate limestone, in some localities sub-crystalline, or threaded with veins of calcareous spar.

Many type of fossils are to be found particularly corals of the cyath of philleda.

Corals abundant in limestone to west and northwest of the lake.

Promontory has a melamorphee, limestone, sandstone, and conglomerate beneath limestone. Also quartz rock-mica slates, hornblende, granite, or siestic, and rocks of the marine tertiary age.

BOTANY

(P. 210 Stansburys Report)

New plants found on June 17, 1850 on Promontory :

- Comandra umbellata.
- Elymus.
- Stipa juncea.
- Elymus striatus.
- Cleome lutea.
- Sidalcia neo mexicana.
- Malvastrum coccineum.
- Stephanomeria minor.
- Malacothix.
- Grayia spinosa.
- Calachartus luteur—Sego Lily.
- Heuchera.
- Peretyle.
- Cowania.
- Chenactis.
- Phaca mollissima "Lady Slipper."

Some common types there now :

- Cedars.
- Sage.
- Grease wood.
- Millet.
- Milk Weed (rare).
- Rabbit brush.
- And many others.

SURVEYS

(P. 214 Stansburys Report)

Spring floods had swept away all the bridges on the Weber River. Hides were obtained and with the aid of some Flathead Indians, bull boats were constructed in order to cross the Weber River.

(P. 216—Work completed on Survey of Lake, July 16, 1850)

1. Selection at a base line, 6 miles in length.
 2. Erection of 24 principal triangulation stations. Lumber for many of them being hauled a distance of upwards of 30 miles. Many of these, put up in the fall of 1849 had been torn down and used by the Indians for fuel during the winter and so had to be replaced, in 1850.
 3. Survey of GSL shoreline exclusive of offsets extends to 291 miles.
 4. Survey of islands in lake, 96 miles.
 5. Survey of Utah Lake, 76 miles.
 6. Survey of River Jordan and tributaries, 50 miles. Total surveys, 513 miles.
 7. Covered an area of more than 5,000 square miles. Finished 12 August 1850.
- Stansbury acknowledges kindness of Mormon people in aiding him during his stay in Utah.

(P. 94-95 Cache Valley, 6 October 1849)

Reconnaissance for a military post. Used by American Fur Company for many years to winter stock. Plenty of lush grass and water.

Road from Fort Bridger through Blacksmith's Fork Canyon to attract travel to Oregon and California. (This route later surveyed for a railroad to South Dakota or then, Dakota Territory.)

ABUSES

Near Lakeside on the west side of the lake a petrified forest was blasted into and used by Southern Pacific for fill on the grade which replaced the trestle.

The whole area of the lake north of the Railroad grade is now "dead" water, with little or no circulation, owing to very few openings through the railroad grade to allow free circulation of water.

Waters of the Bear and Weber rivers are now diverted away from the Lake.

The Great Salt Lake is a navigable lake, and no grade should have been constructed across it without sufficient openings or draw bridges to allow free access of boats. Boats—Steamers—"City of Corinne", "Kate Connor", and many smaller boats carried passengers and supplies from Salt Lake City, Black Rock on South end of the Lake—Lakeside below Farmington, Corinne, on northeast and other points to Monument Point northwest of the Promontory and at the North end of the Lake. This traffic was carried on by smaller boats until the new railroad fill was made.

The only water feeding this northwest arm of the lake now comes from under-water rivers or springs which feed it.

Tailings from Kennecott Copper with impurities in them can only do harm to the lake. Arsenic drifting across the lake in breezes was found to settle on water near Honeybee apiaries near the Corinne area, killing the bees when they drank from the water * * * and probably harmful to plants and animals although no tests were run on it.

FUTURE PLANS

It is time to start a "Save the Great Salt Lake" movement.

The ancient seas of Bonneville and LaHontan should be interpreted from the Golden Spike National Historic Site, the most centrally located spot available.

Utah needs more tourism, not more industry.

Fifty years from now will we be blamed for not preserving the Great Salt Lake in its primitive beauty? And the fascinating Promontory Range, with all its history of cattle wars, rustlers trails running north to the mining camps in Idaho, Montana and Washington, and outlaws robbing stages and trains in the area?

Inside the Promontory Range are hidden Indian caves, Indian petroglyphs, ancient cedars, sage brush, natural rock formations, a mountain peak of hexagonal crystals named Diamond Mountain, and other attractions.

The antelope herd and the wild mustangs are gone, but the wild deer, the bob cats, coyotes, badgers and many other animals are still here.

Many birds are here, and its fascinating history can be brought to life by more correct interpretation.

EXPLORERS

1689—LaHontan drew the deer skin maps of lakes.

1720—Omerod stood on the western shore of the lake 100 years before Jim Bridger saw the lake.

1743—LaVerendrye reached the shinny mountains of Montana near Helena. Discovered the Prickley Pear River. Indians told him of Bitterroot.

1776—Escalante came as far north as Utah Lake. Found the bearded Indians. Was told of the Great Salt Lake.

1804-05—Lewis and Clark Expedition to mouth of the Columbia River, Sacajawea.

1807—Manuel Lisa built Fort Manuel at mouth of the Bighorn River and Yellowstone River.

1808—Major Henry of the Missouri Fur Company came to the Rocky Mountains. Was driven out of the Galletin and Yellowstone country by Blackfoot Indians. In 1809 he reached the Snake River and then returned North naming Henry's Fork of the Snake.

- 1811—The Astorians learned from Henry's men of better crossing of the mountains, and in 1812 discovered South Pass Plain leading to the Platte Valley.
- 1812—The Ghent Treaty opened the Northwest to trapping by Americans.
- 1816—Burrell, a Frenchman, traveled from the mouth of the Yellowstone River across to the Platte River.
- 1819—Donald McKenzie discovered big Bear Lake (N.E. Utah).
- 1822-23—Fingh McDonald party trapped in Snake River country and South as far as the Bear River.
- 1823—William Ashley traveled up Missouri River to the Yellowstone. Indians killed 26 men.
- 1825—Peter Skeen Ogden, Hudson Bay trapper in charge of Snake River Expedition, followed the Bear River "to a great lake of 100 miles in length". Going North, he followed the Malad, Marsh Creek and Porteneuf route to the Snake River.
- 1826—William Ashley (2d trip) claimed discovery of a new route to the Pacific Ocean, following the Platte Valley, going through a wide gap and along the Bear River, called by Ashley, mistakenly, the Buenaventura, a route which became the Oregon Trail.
- 1824—William Sublette headed a group of Ashley's men. Left their base on the Green River and followed it down to Willow Valley, later named Cache Valley.
- 1824—Bridger, going into winter quarters they discussed the course of the Bear River. This was the occasion when Jim Bridger, accompanied by several others made his famous trip down the Bear through the canyon cutting the Wasatch Range to determine where the river flowed. Just outside the canyon he climbed the hill and saw the lake in the distance. In their bull boats the mountain men drifted down the River to the lake, finding it, unexpectedly salty. Bridger declared it to be an arm of the Pacific Ocean.
- 1823—John H. Weber, visited the Salt Lake Valley, giving his name to the Weber River and Weber Canyon.
- 1824—Etienne Provost, visited the Southern part of the valley and Utah Lake, (Provo) region. Neither Weber or Provost left any written evidence to substantiate seeing the Great Salt Lake as did Bridger, who was the first of the mountain men to describe it.
- 1830—Rocky Mountain Fur Company formed in or about 1830, by Jim Bridger, Thos. Fitzpatrick, Henrt Fraeb and Baptiste Gervais.
- 1833—Miles Goodyear, Wyeth and Captain Bonneville entered the mountains about the same time. Captain Bonneville never saw the Lake although he was all around it. Gave his name to the pre-historic ancestor of the Lake.
- 1833—Joe Walker is persuaded by Bonneville to explore the country west of the Lake. Went North of the Lake, through Nevada, along the Humbolt and to California, making a trail that later was followed in part by Central Pacific.
- 1834—Fort Laramie, established by Campbell, partner of Wm. Sublette.
- 1834—Fort Hall, on the Snake River built by Wyeth. Both of these forts were important in conquering the mountain territory for the tide of immigration soon to flow westward.
- 1838-40—Indian troubles caused abandonment of Fort Hall for two or three years. Traffic routes south around north end of the Great Salt Lake.
- 1838—Fort Davy Crockett established in the Uintahs.
- 1841—Fort Bridger was built.
- 1840—Peter Skeen Ogden trapped in and about the Salt Lake Valley.
- 1840—Osborne Russell wintered on the Weber River.
- 1832-35—Henry, Ashley, Sublette, Jackson, Bridger, Fitzpatrick, Campbell, Bent, St. Vain, Gannett, Pattie, Pitcher, Fremont, Kit Carson, Wyeth, Blackwell, all broke trails around the Great Salt Lake which other men found it to their interest to follow.
- 1840—Father DeSmet, went with American Fur Company to Green River. There he joined a part of Flat Heads and traveled with them to the Bitterroot Valley. Then, after a month he returned to St. Louis via the Yellowstone and Bighorn Rivers to Fort Union.
- 1841—DeSmet returned to the Flat Head country the following spring to establish missions. He evidently traveled with a cart or wagon and transported an organ to the Flat Head Mission.

SOURCES

1. Stansburys Survey of the Great Salt Lake, 1849-50.
2. Caves of the Great Salt Lake Region—Dr. Julian H. Seward, University of Utah.
3. Bancrofts History of Utah.
4. Bancrofts History of Nevada.
5. Book by the Baron La Hontan.

Senator Moss. We have had some reference to the brine shrimp in the lake which, I believe, from my limited knowledge, is perhaps the only thing that grows in the salt waters of the Great Salt Lake, and we are going to hear from Mr. Gail Sanders of the Sanders' Brine Shrimp Co.

Mr. Sanders has appeared before this committee before and has given us a lot of fine information. We would like to hear from you now, Mr. Sanders.

I might say, at this point, that a number of witnesses have left extra copies of their statements here, and they are available to any of the audience who want copies of them.

Mr. Sanders, we are glad to hear from you.

**STATEMENT OF G. C. SANDERS, MANAGER, SANDERS' BRINE
SHRIMP CO.**

Mr. SANDERS. Senator Moss and Senator Jordan, I am Gail Sanders of the Sanders' Brine Shrimp Co.

It is a pleasure for me to be here and make just a brief statement on the Salt Lake. We, of course, pioneered the brine shrimp business on the Great Salt Lake some 15 or 20 years ago, have covered all of the islands of the lake, been on its waters and been on every foot of its shoreline. For many years we have admired the tremendous beauty of the Great Salt Lake and wished that other people could see these beauties as we have enjoyed them for so many years. Of course, the areas of the lake, being inaccessible, have made this impossible for tourists in the past.

It was always amazing to us as we were working on the lake in our air boats the number of people who used to drive down to Davis County and Syracuse and hit the mud flats and wondered how they could get out to this Great Salt Lake. So it is a great interest to us to see that there is work being done so people might enjoy this tremendously beautiful body of water.

In all our travels around the Great Salt Lake, we feel Antelope Island is the most ideally located area to view the Great Salt Lake. Having been around the lake, just offhand, I can't see how it would be possible to develop the entire lake. It would be too costly. Although the other islands are extremely interesting, especially Gunnison Island, where the great white pelicans nest, we feel that Antelope Island, where this proposal is located, with its geological and historical interests and the beauty of the island, would make an excellent national monument or possibly a development by the State.

We do, of course, have two concerns in this development. Our first concern is our business that we have pioneered and the brine shrimp business is very important to us. Much of our work is carried on around Antelope Island, on its shores and in the waters around it.

If this were made a national monument and we were then told that because this is a national monument we can no longer gather this product there, very likely it would put us out of business. So we would very strongly request that we would have the privilege of working this brine shrimp industry that we have pioneered, when and if this were made a national monument.

Our second concern is the diking that has been spoken of. Of course, it is not a matter of this bill other than I believe that it is stated in this bill that the diking would not be hindered. There would be allowed to be diking from either end of the Island. I think this should be of great concern if this were a national monument, because as has been stated, no one knows for sure, I believe, what this diking will do.

If I may, I would like to point out the large area that has been affected. We used to work up in the north end of the lake extensively on the brine shrimp products. Then as you all know, the Southern Pacific Railroad put salted fill across the lake. I think only putting two flumes in the fill. As stated by Mr. Cannon, the salt now is migrating to the North. I hope, when you fly over the lake, if you haven't observed it in the past, that you will look at the north side of the dike and the south side.

Senator Moss. We looked yesterday afternoon as we flew in from Idaho, and you can see the contrast very distinctly.

Mr. SANDERS. There is no longer any shrimp in the north part of the lake. There are no salt crystals in the north part of the lake. So far as I am concerned the north end of the lake, as a large area, is completely dead. It frightens me when they speak of more diking without serious study as to what might happen. If it had the same effect on this side of the lake, I feel that more large areas would be lost. So I think this bill should have language which warns about diking.

Now, engineers may understand what they are doing, but I am sure the Southern Pacific and their engineers didn't realize what effect this diking would have on the north end of the lake. So since it will directly affect this monument, I think this is something that should be studied very seriously because a small fresh water lake on the east end of Antelope Island would be nothing if it were to destroy the rest of the Great Salt Lake like it has the north end of the lake. So this is something that should be studied and studied very carefully.

Now, this is the end of my statement. If I can answer any questions about the Great Salt Lake, our experience in the brine shrimp, I will be glad to do it.

Senator Moss. I am tempted to ask you a great many, but we are going to have to confine ourselves a little. First of all, can you tell me what is the red color? I erroneously assumed it was a lot more brine shrimps.

Mr. SANDERS. Well, I often wish that in my university studies I had studied biology so that I would have a better understanding of the biological happenings in the lake.

It appears to be some kind of red algae. It is not the dead bodies of the shrimp. Now, there may be some biologists who can straighten this out, but it is not the dead bodies of shrimp.

Senator Moss. Well, you are an authority on the shrimp and you have at least told me that it is not shrimp so I have learned something from that.

Mr. SANDERS. The north end of the lake is now completely saturated with salt, and the shrimp, although they will endure in completely saturated situations, are not reproducing nor do they live happily. The south end, I think the last time we measured, was around 16 percent or something in this vicinity.

Senator Moss. So your shrimp-gathering activities are mostly around Antelope now; is that what you say?

Mr. SANDERS. A great deal of it, yes; a great deal of it. It would greatly hamper our business if we were to be told that you can no longer gather their brine shrimp in that area.

Senator Moss. I believe you skim the brine shrimp and quick-freeze them, and market them that way; is that correct?

Mr. SANDERS. We market the adult shrimp frozen for tropical fish food. We have devised means of gathering brine shrimp eggs and preserving them in such a way they can later be halved, and the baby brine shrimp fed to the baby tropical fish.

Senator Moss. And you still are shipping it all over the world as you were when we talked about this?

Mr. SANDERS. This product is shipped all over the world; yes.

Senator Moss. A very unique product and one of intense interest, because very few of us know anything about it at all.

I am very sympathetic with your suggestion that there shouldn't be any inhibition to gathering this shrimp on the water in and around the national monument. As a matter of fact, it might be quite an added attraction to see this going on. It is so unique and unusual that people, I think, would be intrigued if they happened to see you at work actually gathering the brine shrimp. So we will ascertain whether or not we can make sure that that would go on in the event this became a monument. Of course, it is a commercial venture and that is unusual inside a monument. It does present something of a problem.

Mr. SANDERS. It is interesting to note when we first started, the State, now knowing just what type of product this was—it was entirely new, the development of this product on a commercial basis—we were first under the jurisdiction of the State land board. It was called a mineral. They later decided it was alive and then placed it under the jurisdiction of the State fish and game. Now, what classification the National Park Service will give it, I do not know. As long as we are permitted to go out there and gather it, that is the important thing.

Senator Moss. Well, you can fish in national parks and monuments so we will keep it as a fish and then it will be all right.

Mr. SANDERS. Fine.

Senator Moss. I am particularly impressed, too, about your suggestion that we be very sure of what we do before diking is ever undertaken. The bill has only a negative effect in that respect. It says that nothing in this bill shall be construed to prohibit the State from doing what it may wish to do about diking or roads on the bed of the lake, so that will remain in State jurisdiction. But certainly the warning is well placed that we might inadvertently cause such a change in the lake that we would destroy part or all of its value, as

you say, which has largely been accomplished at the north end already with the solid barrier at Lucin Cut. But I am happy to note you give Antelope Island such high marks as the place to see the beauties of the lake and that you express your appreciation of the scenic and wondrous beauties of the lake is encouraging because perhaps you know more about it or as much about it, anyway, as anybody in the State. You have spent so much time on it.

Mr. SANDERS. It is a marvelous lake and a beautiful lake when you get out where you can really see it.

Senator Moss. We are going to see it this afternoon, we hope.

Senator Jordan?

Senator JORDAN. Did I understand you gather these brine shrimp and preserve them and sell them to people for food for tropical fish; is this the commercial effect of it?

Mr. SANDERS. Yes; this is correct.

Senator JORDAN. I am learning. This is the first time I knew about that.

Senator Moss. Thank you very much, Senator.

Senator JORDAN. Thank you.

Senator Moss. Mr. Sanders, we are pleased to have your testimony, and your prepared statement will be included at this point.

(The statement referred to follows:)

STATEMENT OF G. C. SANDERS, MANAGER, SANDERS' BRINE SHRIMP CO.

Having observed the beauties of the Great Salt Lake for some twenty years, we give support to making Antelope Island a national monument, so that others may see and enjoy this unusual beauty. We feel that this island is ideally located for this, since the island itself has great interest and the lake to the north and west of the island is representative of its beauties.

We urge extreme caution in diking the lake, especially the area at the north end of the island where the fresh water of the Jordan River enters. It can be observed that the entire north end of the lake has been killed and its beauties destroyed by the dike constructed by the Southern Pacific Railroad. This dike has upset the natural currents of the lake. It would be a shame to ruin the entire lake through improper dikes.

Since we have been gathering brine shrimp and brine shrimp eggs around the Antelope Island area for some twenty years, we would respectfully request that we be granted gathering rights of the brine shrimp products on the shores of this island if it is made a national monument. If this area were to be taken from us, it would have a tremendous detrimental effect on our business that we have pioneered.

(Subsequent to the hearing the following additional letter was received:)

SANDERS' BRINE SHRIMP CO.,
Ogden, Utah, June 25, 1966.

DEAR SIR: I want to enter this letter of protest to any major diking of our lake for two reasons. First to protect our shrimping operations on the lake and second to protect the lake's attractions to tourists and Utahans.

My qualifications for the opinions given here comes from over twenty years of constant working on and around and over the lake throughout every month of the year. This has been by foot, by jeep, by trackmaster, by boat, and by plane. I have pictures to back up every statement I make in this letter. I am available with these pictures for any meeting that comes up concerning our lake. My observations and conclusions are as follows:

1. Prior to the fill across the lake by Southern Pacific our operations were mainly at the north end of the lake. Biologically the lake was well balanced, resulting in healthy forms of life, both plant and animal, and of course this condition gave it its unique beauty of color and salt formations.

2. Also at this time there were definite currents in the lake's water. Some fast and some sluggish. Where the currents were fast the salt crystals formed were small being only about $\frac{1}{8}$ to $\frac{1}{4}$ inches in cubical size. Where the water was sluggish the salt crystals were very large being up to a full inch in cubical size. These crystals formed on everything that was stationary in the lake, such as the tuffa reefs, clay bottoms, or objects that were blown or put in the lake.

3. Shore lines were covered with a layer of salt that varied in depth from $\frac{1}{2}$ inch thick to as deep as four or five inches and extended back from the waters edge for as far as a mile. It was not only beautiful but gave good footing for travel.

4. There was many amazing attractions formed by the salt. Some resembled huge hamburgers that were six feet across and twenty inches thick. The top portion of these were beautiful crystalized salt while just under the salt, and about ten inches above the water line, was the red algae resembling the hamburger part. These were there by the tens of thousands. Many other mysterious formations were also there. Not only along the shore but under the water as well. A tumble weed blown into the water would have three inch stems of crystalized salt on it within a week. One could place various objects in the lake with like results.

5. During the mid fifties and up until just recently, our lake was completely saturated being 26% salt. During this time our lake was more beautiful than ever. Both the shrimp and the microscopic algae were more colorful and healthy. And more abundant. Huge salt formations were everywhere.

6. After the Southern Pacific fill was put across the lake the following conditions developed with a suddeness that was startling. There was no more water currents to the north side of the railroad fill. Lack of currents in the water gave it a sluggishness and a rise in temperature thereby creating a condition wherein the oxygen content of the water was lessened . . . and which was vitally necessary to all forms of life in it. Biologically the lake there died. The dead red algae gave the lake a dirty color . . . and therein the beauty of it died also.

7. As the fresh water comes into the lake on the south side of the fill it pushes the water to the north side thereby robbing the south side of its salt content. Because of this all salt formations that were so unique to our lake are now a thing of the past.

8. It has been proposed to take part or all of the fresh water to the north side of the fill to bring the salt back to the south side. It may do that but in my opinion it will not revive the north side of the lake to the beautiful body of water that it once was. Because it is not the salt content that killed the lake it was the cutting off of the water currents that killed it.

9. I saw a proposed map of diking prepared by Kennecott to run a dike from Promontory point to Carrington Island. In my opinion, if this diking is carried out, we will lose the south part of the lake as we have done the north end of the lake. And with that condition would go our shrimp business and its attraction as a unique tourist center. I am against any solid fill dikes on any part of our lake!

Sincerely,

G. C. SANDERS.

Senator Moss. Is Mr. King here? He was here this morning, and I was going to call on him. Perhaps we can get him this afternoon.

Mr. Ray H. Buchanan, Ogden Kiwanis Club. Mr. Buchanan, we are glad to have you.

STATEMENT OF RAY H. BUCHANAN, ON BEHALF OF THE OGDEN KIWANIS CLUB

Mr. BUCHANAN. Senator Moss and Senator Jordan, I am here in behalf of the Ogden Kiwanis Club. President Esplin asked me if I would come down and present his testimony, and it is rather brief and I will hurry through it because of the time. It is a resolution as follows:

Whereas the Great Salt Lake is Utah's greatest underdeveloped recreational resource and Utah is in great need of such a development and

Whereas the Thirty-fifth Utah State Legislature by an overwhelming majority, may I say there are one Representative and four Senators who voted against this bill, a pretty good representation, enacted a bill creating the Great Salt Lake Authority and charged it with the responsibility of developing the resources of the lake and further appropriated \$200 thousand to begin development, and

Whereas the Great Salt Lake Authority formulated a practical and feasible plan with the advice and counsel of many experts and several State agencies, and

Whereas Davis County with great foresight and determination has constructed six miles of wide gravel surface road to within one and one-half miles of Antelope Island, and

Whereas the Thirty-sixth Utah State appropriated an additional \$200 thousand to enable this program to move ahead and also placed the six miles of highway built by Davis County on the State Highway System and the State Road Commission set aside \$100 thousand to finish one and one-half miles of road to connect up with Antelope Island, and

Whereas the State Legislature has demonstrated its desire and willingness for State Development passing the necessary legislation and appropriating sufficient funds to accomplish the work, and

Whereas the State of Utah has appropriated the money and that the funds are presently available and the program outlined by the Great Salt Lake Authority is feasible and Federal participation is not needed.

To speed State plans and programs on to reality, a united unselfish effort by all concerned is needed. This great resource is too important to the State of Utah to let division and misunderstanding stand in the way of its development. Federal proposals to create a National Monument has created that division and delayed the progress of the State program.

In light of the Interior Department's attitude on the Great Salt Lake shorelands, it would seem unwise to invite the department into the middle of the lake.

Be it resolved that the Ogden Kiwanis Club make it a matter of record that they support a State sponsored program of development on the Great Salt Lake and specifically that the north end of Antelope Island be developed according to plans requested by the State Legislature and formulated by the Great Salt Lake Authority.

The President of the Ogden Kiwanis Club is further directed to present this resolution to the appropriate Senate Committee, designated to investigate the proposal of making a National Monument on Antelope Island.

Senator Moss. Thank you, Mr. Buchanan.

This is in accord with the testimony of Mr. Cannon from Pro-Utah. I, of course, have the same question. You heard the Great Salt Lake Authority itself testify for the bill today and say that they thought this was the best way to proceed. Does that change your point of view any?

Mr. BUCHANAN. Not at all. I was a former member of the Great Salt Lake Authority, and I think if it were possible to poll the members of the authority you would find a different attitude in some of them.

Senator Moss. Well, we will be glad to call any of them who are here. Any other members of the Great Salt Lake Authority besides the chairman here?

Mr. BUCHANAN. I think it would be a little embarrassing.

Senator Moss. Here is another one down there. We will call on you next to testify.

This doesn't change your position at all?

Mr. BUCHANAN. Not at all, no.

Senator Moss. That the Salt Lake Authority, and the Davis County Commission is for this too, you heard this testimony.

Mr. BUCHANAN. Yes, I am familiar with what Davis has done and worked rather closely with them.

Senator Moss. I have been out on the road, too, and I have worked with them or been in communication with them over a long period of time on it.

Well, I think it is perfectly clear what your position is. I don't have any further questions.

Senator Jordan.

Senator JORDAN. You heard the colloquy I had with Mr. Cannon when he was on the stand.

Mr. BUCHANAN. Yes.

Senator JORDAN. Do you pretty much agree with the answers he gave to the questions and answers?

Mr. BUCHANAN. To a point. I think there has been a lot of studies made on the lake and if all those studies were made available to you, you could see that they have been done by a lot of capable people. I don't know. That is the plan recommended by the authority, and whether those plans were made available to the balance of the committee or not, I think they should be. Very extensive work has gone into it.

Senator JORDAN. You believe this project is beyond the competence of the State of Utah to develop without Federal assistance.

Mr. BUCHANAN. No, I think it can be done on a State basis, smaller basis, and it was always the view of the authority that it could be done with private capital mostly, and I still think it can be.

Senator JORDAN. Thank you.

Mr. BUCHANAN. Senator, could I correct one statement that was made this morning? It will just take me a moment.

Senator Moss. All right.

Mr. BUCHANAN. The president of the Ogden Chamber of Commerce, in his statement, represented the Ogden City Council as being in favor of this. As late as 6:30 this morning, I talked to Bart Walthius and asked him if a formal statement was going to be made here, and he said "No." He said the city had requested one but they weren't going to make one, and he said, "If it's represented there that we are in favor of it, you have my permission to refute it." I think that can be verified on the telephone if you would like to, because the resolution was asked of the Ogden City Council and they turned the chamber down on it.

Senator Moss. Well, we are not going to sit here impugning any kind of motives or lack of veracity to any witness who appears before us. What you say will stand in the record, and what was testified to by Mr. Lindquist will stand, and we will just have to judge it in that manner.

Thank you Mr. Buchanan.

Gail Gibbs of the executives' association.

STATEMENT OF GAIL GIBBS, PRESIDENT, OGDEN EXECUTIVES' ASSOCIATION

Mr. GIBBS. Senator Moss, Senator Jordan, I might say that I feel it an honor to meet before you gentlemen to present a statement.

I represent the Ogden Executives' Association, a membership of slightly under 50—there are 46 members at present. The statement that I have follows somewhat the one that Mr. Buchanan read.

The Ogden Executives' Association has its regular meeting on May 23, 1966, and unanimously passed the following resolution:

Whereas, the Great Salt Lake is Utah's greatest underdeveloped recreational resource and Utah is in great need of such a development, and

Whereas, the Thirty-fifth Utah State Legislature by an overwhelming majority enacted a bill creating the Great Salt Lake Authority and charged it with the responsibility of developing the resources of the lake and further appropriated \$200 thousand to begin development, and

Whereas the Great Salt Lake authority formulated a practical and feasible plan with the advice and counsel of many experts and several State agencies; and

Whereas, Davis County, with great foresight and determination, has constructed 6 miles of wide gravel surface road to within 1½ miles of Antelope Island; and

Whereas the 36th Utah State Legislature appropriated an additional \$200,000 to enable this program to move ahead and also placed the 6 miles of highway built by Davis County on the State highway system and the State road commission set aside \$100,000 to finish 1½ miles of road to connect up with Antelope Island; and

Whereas the State legislature has demonstrated its desire and willingness for State development passing the necessary legislation and appropriating sufficient funds to accomplish the work; and

Whereas the State of Utah has appropriated the money and that the funds are presently available and the program outlined by the Great Salt Lake authority is feasible and Federal participation is not needed: Be it

Resolved, That the Ogden Executives' Association makes it a matter of record that they support a State-sponsored program of development on the Great Salt Lake and specifically that the north end of Antelope Island be developed according to plans requested by the State legislature and formulated by the Great Salt Lake authority: Be it also

Resolved, That the Ogden Executives' Association is opposed to Federal participation in a project where Federal participation is neither needed or wanted where the State of Utah and interested citizens can accomplish their objective without Federal assistance and intervention. And further direct the president of our association to contact all members of our congressional delegation and inform them of our opposition to Federal participation and encourage them to render their assistance and counsel to the State of Utah and State agencies charged with the responsibility of developing said recreational facility. And further to reject Federal funds and assistance, to demonstrate that the people of Utah can meet their own responsibilities, that we are willing to meet our own responsibilities and that we reject the concept that Federal assistance is needed for any large and ambitious undertaking.

The president of said Ogden Executives' Association is further directed to present this resolution to the appropriate Senate or House committee designated to investigate the proposal. And further to present the resolution to the U.S. Department of Interior and all other interested Federal agencies.

Senator Moss. Have you completed?

Mr. GIBBS. I feel, after sitting through this hearing, that it has been a marvelous experience for a young man like me, to meet and hear this testimony. I am growing up with the concept that we are losing certain State rights to our Federal Government, and we must be more cautious, we are being more overzealous in our desire to have help.

I was appreciative of the statement of Mr. Romney. Very interesting, to the point, and there was much information there that should be consulted carefully. I am in accord with the statement of D. James Cannon, pro-Utah, that we must proceed carefully.

Senator Moss. Thank you.

Do you have any questions?

Senator JORDAN. No mistaking your position. I commend you for your forthrightness.

Senator Moss. Bob Davidson?

STATEMENT OF ROBERT DAVIDSON

Mr. DAVIDSON. Senator Moss, Senator Jordan, it is a pleasure to be here this afternoon. I might explain that I am a nature and wildlife photographer and as such have traveled over the lake for the past 6 years in preparing a lecture film which I carry around the country showing to audiences for the National Audubon Society, and perhaps I can answer some questions regarding the wildlife, if nothing else.

I might say that I would like to send in a prepared statement at a later date in time for your record, because in light of some of the other testimony I have heard I would be able to do a much better job so I will make it very brief with regard to the wildlife, and perhaps maybe answer Mr. Jordan's questions about some of the wildlife out there.

I have, as I said, traveled over the Great Salt Lake extensively and spent some considerable time on Antelope Island; I have seen wild badger out there, for instance, burrow almost right before my eyes, right out of sight. I have had curlews run across the road in front of me and had a chance to get out and look at the young before returning to its anxious parent. I visited Egg Island, where thousands of gulls have flown overhead. I have stalked wild bison on Antelope Island, which is an unusual experience, certainly, when you see these bison take over in a wild stampede when they become aware of your presence. It is reminiscent of some of the things we have lost in the past.

So basically I am in favor of S. 25, a bill to create a national monument, for the following reasons:

First of all, after considering all other points on the lake, Antelope Island and particularly the north end of Antelope Island is undoubtedly the best place to get close to the lake and appreciate its beauty and magnificence, and there is a lot of beauty out there. As such, it is the best place to establish interpretative programs for visitors interested in the Great Salt Lake, and we have plenty who are interested.

Antelope Island is an entity unto itself and should not be dissected or destroyed. Any plan for preservation or development as a recreation site should involve the entire land. This is one of the big reasons for my present stand. We are fortunate to have within 20 or 30 miles of the largest metropolis of Utah, a wilderness area virtually untouched by man. It would be a shame to see this land mutilated or changed so as to impair the beauty or usefulness to future generations. In its present condition, with a minimum of development for interpretive purposes, the island could serve a worthy purpose for many thousands of people who now seek the opportunity to get away from the sound of traffic and the pulsating throbbing current of modern civilization.

I am greatly impressed with the past success of the National Park Service in establishing and reserving such areas and protecting the wildlife. Antelope Island has a large number of native species, such as the badgers I told you about, the curlews, the gulls, and the wild bison, which should be protected and allowed to expand, within the limits of the available vegetation.

Antelope Island is one of the few places left in the United States where these animals may be allowed to roam freely without fences or other artificial means of restricting their activities. To reestablish the island in its former natural state, the cattle could be removed, antelope, coyotes, and even cougars could be reestablished on the island to help provide a natural balance and be of great interest and attraction to tourists.

Under the supervision of the Department of the Interior, I do not believe Antelope Island will become overdeveloped with roads, buildings, golf courses, or other manmade facilities which would damage it for other purposes. I think that we are at a point now where we can make a big decision for the benefit of people who come in the future. Too many decisions with regard to the Great Salt Lake have been made in haste, and consequently, we have problems, as described, of the lake being actually two lakes now. One is virtually a dead sea, the other is gradually and very definitely becoming a fresh water lake. It is such acts that man often makes which cause an unbalance, a complete upset of nature for which, consequently, we pay for years and years to come.

I might provide the information that I understand that there are some 24 different species of life that actually exist in the Great Salt Lake, including the brine shrimp and several species of algae; and we get into the minute forms of life which are of very little concern to man, but which nevertheless provide the basis and the foundation for a great deal of the life upon which we depend.

I might also tell Senator Jordan, or answer his question, with regard to some of the other islands. Gunnison Island—let me, if I might, step over to the map.

Senator Moss. Go to the map.

Mr. DAVIDSON. Gunnison Island is located here [indicating] at the north end of the lake where I spent 3 years developing a life cycle study on the pelican. As many as 5,000 pelicans nest there, reproducing themselves in a number of anywhere from 1,000 to 2,500, and some 10,000 gulls also nest on the island. The island is largely privately owned, as you have been told, with some school land also involved.

Now, Gunnison Island is going to be a lost cause whether we do anything or not because the general trend of the lake is down, and I don't see any change unless we have a major climatic change in this area. Consequently, the pelicans are going to be forced to abandon this island, eventually, as they have been forced to abandon Cat Island or Bird Island, as it is known here.

My impression is that the only way that we can do anything to do any good for the Great Salt Lake is to have a general master plan, and I commend the Great Salt Lake Authority for what they have done so far. I speak in opposition to Mr. Sanders, although I agree with him in many ways, that it is very definitely necessary to have a diking system that will contain and provide a natural current situation within this lower section, but it must be done according to engineering principles, so that we do not upset balances, which we are certainly going to do if we just go haphazardly forward without having these plans.

I might say that the big answer for the wildlife contained on Gunnison Island, and consequently taking Gunnison Island out of the realm as being considered as being a national bird refuge, or national anything, is the fact that if this diking system goes ahead and if we can have Bird Island contained within the dike, it will provide a place for the pelicans to go, then if they have to abandon this island they have some place to go. If we don't do anything, and they have to abandon the island, they will just leave completely and consequently we are pushing them closer to extinction.

Now, If I may answer any further questions I will be glad to do so. I know you are rushed for time.

Senator Moss. Thank you very much. Your information is fascinating, and you know so much about the wildlife and other scientific features of the lake, certainly we would like to talk with you longer and we look forward to having you submit a written statement which will be more detailed than you have been able to give us in your oral statement.

You made reference to Mr. Sanders in his testimony about the brine shrimp. Do you see any objection to permitting him to continue gathering brine shrimp around Antelope Island?

Mr. DAVIDSON. Absolutely not. This is an animal or whatever you want to call it, a crustacean, which dies annually, anyway. It grows up, lays its eggs and then dies each year, so there is no harm to the brine shrimp by the harvests. The big harm to the brine shrimp and the future of the brine shrimp and a lot of other life in the lake is this migration of salt, which is going to turn the south end into a fresh water lake, and is rapidly doing so, and the north end of the lake into such a brine pool that not even the brine shrimp can live in it.

Senator Moss. Would you consider it desirable to begin investigations at once to see if putting openings or flumes through that railroad barrier might induce enough circulation to revive the north end of the lake?

Mr. DAVIDSON. Well, this is one answer. As I understand it, when the plans were originally developed in Ogden it called for more flumes. When it was sent to San Francisco the engineers there restricted them to two flumes, and consequently, we have a constant flow of water into the north where it evaporates, and that is why the salt migrates there.

Now, the Great Salt Lake Authority has a plan which would push the water into the north end by way of a canal at Promontory Point. This could cause, in return, the rotation of the salts back into the south end. This could be regulated without a diking system. It is possible, but something must be done. The damage has already been done in the lake in the way of pollution, in the way of mismanagement, and by just putting haphazard dikes across. Now something must be done or else it is a dead cause for the State, the Nation, and everyone else concerned.

Senator Moss. Thank you. Senator Jordan has a question.

Senator JORDAN. You have given us much useful information. I look forward to reading your complete statement when it is filed.

I would only ask you one question, Are you for or against S. 25?

Mr. DAVIDSON. I am basically for it because, although there has been testimony to the fact that the State is capable of carrying on this program itself, I have not seen evidence of the fact that they can go to

the extent that I think is necessary, for example, taking all of Antelope Island rather than cutting it off in part.

Senator JORDAN. Thank you.

Senator MOSS. Thank you very much, Mr. Davidson.

Mrs. George B. Wilcox, of the Layton City Council, who has been with us all day. Mrs. Wilcox, we will be glad to hear from you.

STATEMENT OF MRS. GEORGE B. WILCOX, LAYTON CITY COUNCIL

Mrs. WILCOX. Thank you.

I have no written statement. I do represent Layton City as a member of the council, and Layton City is one of the cities on the east shore of the lake facing Antelope Island, a small city of 13,000 people.

The city council has gone on record as favoring development of Antelope Island by the State, and, or county and local interests, and I should like to state also that a group of interested citizens, bipartisan substantial citizens, has been very willing to attempt to raise the necessary funds to buy the island and then lease back a portion of it to the State. Several years ago, a figure was being tossed around, a million dollars, perhaps, for the entire island, but when this national monument proposal came into the picture, the value went up rapidly, so that now the owners are loath to set any figure, apparently feeling that the National Government will pay more.

I might state that several years ago Fremont Island changed hands for \$10 an acre, which would give you some indication of the past values, and I really feel that this talk of a national monument has accelerated the values out of all reason.

I should like to state that there are many, many Davis County citizens who do favor local control and development of the island. And this group of citizens would be willing to do something if the values were not so accelerated, and I believe that a number of people who have testified have been forced into this position because of the accelerated values.

Thank you.

Senator MOSS. Thank you, Mrs. Wilcox. I appreciate your testimony.

Do you have any questions?

Senator JORDAN. Thank you, Mrs. Wilcox. It is a good statement.

Senator MOSS. Senator Haven Barlow of Davis County is our next witness. Good to have you, Haven.

STATEMENT OF HAVEN BARLOW, STATE SENATOR, OF DAVIS COUNTY

Mr. BARLOW. Thanks, Senator Moss and Senator Jordan.

I am one of the two State senators from the county of Davis, which is the territory between Ogden and Salt Lake, which I am sure you are familiar with. I would, more or less, subscribe to what the county commissioners have already testified, and that is that the State should proceed as empowered under Great Salt Lake Authority legislation to acquire the northern part of the island and proceed to complete the construction of the road from Syracuse area, Davis County, to Antelope Island and the position of the commissioners, along with my position,

as I feel that I am representing the people of my county is, that we would prefer to have the north end of the island developed as a State park. We realize there are several alternatives. We are so keenly interested in this project that if for some reason this is not feasible, naturally we are wholeheartedly in favor of the Senate bill 25, Senator Moss. We have been out there with him, but if the bill passes there are certain provisions we would like to make in the bill. I think it might be well if I prepared a written statement to that effect. But namely we feel that inasmuch as our county is so much concerned with the recreational aspect of the north end of the island, that the bill is a little lax in that area, and we feel that the lake ought to be straightened so that the recreational part will not suffer in case of this contract between the State and the Interior Department.

Also we are very much concerned that the Department would be able to cancel leases within a year, which simply means that all leases would be no longer a lease. We don't see how we, as a State, can enter into a lease longer than what the people provide, and we would like to encourage you to make some provisions to have that increased to perhaps, maybe, 25 or 30 years.

We feel that we wouldn't be here today if it had not been for the efforts made by our leading citizens in our county, our commissioners, our State legislators, prominent people on both sides of the political arena. We did, as a group, start a few years ago to get something done about developing the Great Salt Lake, and we feel that the creation of the Great Salt Lake Authority was the vehicle by which this could be accomplished.

We have been frustrated, there is no question about it. We have just had a decision rendered recently, as the record will show, where we are now able to proceed with the north end. But we would like to say at this time—I think perhaps I will be saying this as a member of the legislature—that the amount, the scope of the whole island has not been really considered by the legislature. That doesn't mean we are opposed to it. We just really haven't had a chance to get into the consideration of the lake, the recreational part of Antelope Island, and I think the commissioners and all of us feel the same way.

With this broadened scope as contemplated under Senate bill 25, it is my opinion that this would not and could not be financed on a State basis and, therefore, it would be necessary to have it financed on some area higher than the State basis. There are others who feel, of course, that if we make the effort it could be done, but it is my opinion that it would be too much of a load for the State to carry at this time. So I, as a State senator, would agree with the Governor as far as that statement is concerned.

In conclusion, we would surely like to have some action on this. We feel that it should be developed on the State basis but if this is not the way to do it then on a national basis. But if consideration is given to suggested changes, we feel it would be a better bill.

It is amazing the participation we have had from the people in our county. We have had the cities donate equipment, we have had people donate their time, just to get that road near the island and now they see the road is within a mile and a quarter and they just want to get this park area completed.

Senator Moss. They want to make the big jump.

Mr. BARLOW. We appreciate the effort you are making on the committee, and I hope I have somehow given a position because we are sort of in a tightrope in a way because we certainly would not want to be responsible for this bill being defeated if the project itself were to be defeated. Our No. 1 concern is to get the project completed on the north end of Antelope Island, and if it means that the national park or the national monument is the vehicle to do it, then, of course, we would much prefer having that than no project at all.

Senator MOSS. Thank you very much, Haven. We may have a question or two. First of all, I commend you for your desire to put in a written statement. We will look forward to reading that. You may make any specific recommendations you want on the language of the bill and we will see it is considered.

Mr. BARLOW. Senator MOSS, you can give it some attention, but it mentions in the bill that this lease can be canceled if we do not carry out the overall plans.

Senator MOSS. The provisions of the agreement.

Mr. BARLOW. Yes. And then it refers to what they call a paragraph 3(a), and it is interesting under that 3(a) that all it mentions is that he, which would be the Interior Secretary, shall provide such interpretive and educational facilities that are necessary to depict for the education and inspiration of the people of the United States the scientific history of the Great Salt Lake.

So it might be well if we could insert in that paragraph the word "recreation," so there could be no question, but that recreation is just as important as the educational and other facets of this bill would provide.

Senator MOSS. You make a good point, Haven, and this was referring back to the general scope of the administration of the national monument, that is what that reference is, but you would like to make sure recreation is in there, and I would agree with you.

Mr. BARLOW. Otherwise, we would be working under a cloud all the time in this agreement with the Interior Department, not knowing whether we could do this because of rules and regulations that might hamper us.

Senator JORDAN. One question, Senator Barlow.

As a State senator, if the State had available \$10½ to spend for outdoor recreational development in the State of Utah, would you spend it on Antelope Island?

Mr. BARLOW. Well, Senator, as far as I am concerned personally, there is no project in the State of Utah that is in such dire need as something in the way of tourist attraction in the Great Salt Lake. For me to answer that question—you mean if that was all we had for recreation?

Senator JORDAN. If that is all you had for outdoor development in the State. I wonder what priority you give to this; that is the reason I phrase it that way.

Mr. BARLOW. Well, let me put it this way, and I am not reversing the question back to you, but when we first set up the Great Salt Lake Authority, Senator, we, at that time, wanted the State park commission to take it upon themselves to do something about development of a park and their answer was simply, "Gosh, there is such a large undertaking as far as a large area is concerned that we will be using all of

our money in this area." So therefore, they went on record as favoring the Great Salt Lake Authority for the purpose of developing an overall plan.

Now, I don't think they particularly meant just the north end of Antelope Island, but I would say that the park commission were very concerned that this would be just more than they could handle in addition to their other park needs. I am not hedging on it. I just don't know how to answer that question but I would say this would be, in my opinion—and coming from Davis County I could say nothing else—that I would go down on record as being our No. 1 priority for the State of Utah. But it hasn't necessarily been that way in the past under the park commission program or any other program until we set up this Great Salt Lake Authority.

Senator JORDAN. Thank you.

Senator MOSS. Thank you very much, Senator Barlow.

This completes our list of witnesses. Did I overlook anyone who came here prepared to testify? I want to give everyone an opportunity; our time is very limited. If anyone has a brief statement he would like to make and—of course, I will recognize these two gentlemen who have raised their hands. Let me reiterate that it is possible to send in a written statement if you care to do so, any of you who do not have a chance to testify today.

STATEMENT OF EARL KING, EXECUTIVE SECRETARY, DAVIS COUNTY INDUSTRIAL BUREAU

Mr. KING. Senator Moss and Senator Jordan, I am Earl King, executive secretary of the Davis County Industrial Bureau.

I will read a brief statement here, and we would like the option, of course, to submit probably a broader statement from the actual membership of our bureau.

The Davis County Industrial Bureau feels that development of the northern portion of Antelope Island for recreational purposes should be accomplished under the Great Salt Lake Authority legislation. Now, this does not mean we are in sympathy with the Great Salt Lake Authority's testimony today. It means that we want it accomplished under the enabling legislation given the Great Salt Lake Authority given by the State legislature, with optimum use of private capital wherever possible.

Recently, by reason of an outstanding effort by Senator Moss and other members of our congressional delegation, a bill has been signed to allow ultimate acquisition of, by the State of Utah, of the reliction lands bordering the Great Salt Lake. This reliction land legislation will permit the State of Utah and private capital interests to proceed with immediate development of the vast mineral wealth contained in the brines of the Great Salt Lake. It would seem that the recreation potential of Great Salt Lake could better be accomplished, the development of this recreational potential could better be accomplished in harmony with the mineral development program if both were directed by the State of Utah.

The Davis County Industrial Bureau expresses its sincere appreciation to Senator Moss and other members of Utah's congressional delegation for their interest and willingness to sponsor legislation for the

development of Antelope Island as a national monument. However we do feel that development by the State of Utah would be preferable to Davis County.

Thank you.

Senator Moss. Thank you very much, Earl. We are glad to have that resolution, and you may, of course, file a fuller statement if you would like to do that.

Mr. KING. Thank you.

Senator Moss. This gentleman.

STATEMENT OF DAVID ADAMS, CLEARFIELD CHAMBER OF COMMERCE

Mr. ADAMS. Senator Moss, I am Dave Adams from the Clearfield Chamber of Commerce.

Senator Moss. Dave.

Mr. ADAMS. You have been in touch with Harold Steed. He just received your letter this morning as he has been to a convention, and he, in turn, passed it to me because he couldn't be here.

Senator Moss. We are glad to have you come, Dave, and you may proceed.

Mr. ADAMS. I have not had the time to study this in detail and prepare a comprehensive statement. However, basically, I would say that the Clearfield Chamber of Commerce has been consistently involved in what we feel have been the overall negotiations and discussions and planning with regard to development of the north end of the Great Salt Lake.

We are very much concerned with it and our position, I think, which is consistent with our general program, is the fact that we are basically concerned in Davis County with fundamental, I will say, concepts of life. I have heard here considerable testimony from Ogden and Salt Lake and other cities, and I am sure all should be strongly considered. Davis County, fitting between them, however, has been a semibedroom county for these two areas, but is rapidly developing into a heavily populated area and perhaps where our own stature may stand more for itself in a future period, we are concerned a great deal with the revenue but we are concerned also with the aspects of the development of the lake for recreational purposes.

Now, I am concerned in this vein and I believe that I represent the thinking of the chamber of commerce, and we would like to retain the right to give you a written statement that would adequately substantiate our position. We would favor, of course, the development of the north end of Antelope Island under the State structure, which has been legislated, and we think endorsed by the State legislature to a point where it can be executed. We are not novices in Davis County with recreational activities, we have had one amusement there for as long as I can remember, which has been very successful, and the revenue in Davis County has been a very helpful and fruitful thing. We see this not in compromise to the development and preservation of the island as such.

I would like to make just an observation or two. It has come to me, purely by rumor, that it would appear to be the fact that from the Federal standpoint it is not tenable that both the State and the

Federal Government could be veritable partners in the ownership of portions of the island, that is, it has to be all or nothing. I am concerned about this concept. I feel as though that with the form of government that we have that it should not be untenable that the remainder of the island, which is ont really suitable for the same type of intended recreation, should be made a national monument. But I certainly think it would be inappropriate economically to not use the bathing facilities in that area of the island which would be suitable for that type of recreation. I love remote areas and just spent some time in some, but I don't agree that all people like remote areas. We certainly need a lot of resources for people who desire the other type of recreation.

We stand in the Clearfield Chamber of Commerce as favoring the north end of the island to be developed under the local, meaning county, and State relationship, which has been facilitated up to this point, and that this be operated under private capital. Thereby, we can obtain the revenue for county sustenance and the park should be maintained in that pattern. I know of no reservation that we would have.

In the past, discussions resolved around development of the remainder of the island as a national monument. But we would certainly feel and hope that the two might be tenable together, and that, although one might not eliminate the other, we think the county, the State and Federal Government could be neighbors in this relationship without too much difficulty.

Senator Moss. We would hope so. We look forward to having the relationship. This bill does contemplate it a little differently from what you recommend, but your point is clear and it is well made, and it would appear that either way you are going to find the State opening at least the north end of the island.

Mr. ADAMS. We are very much concerned about the provision which Senator Barlow made note of, the specification in your bill which recites that cancellation can be made within a year. Being cognizant of private capital, I am sure no one could be invited to go out there on that basis if they felt their rights could be rescinded within a period of a year's time. There is a real concern if this should proceed in this manner.

Senator Moss. Well, it is subject to cancellation only in the event of violation of the terms. Now, the concession lease would run for 30 years ordinarily, it has the ordinary terms for that. But in the event of a violation, instead of the usual 30- or 60-day cancellation we have provided that it would require, first of all, a full year's notice, and a full public hearing 6 months in advance, where the whole thing could be aired as to whether there really had been a violation of consequence, at which time the notice could be withdrawn. So this was put in really as a further protection against cancellation of the lease on a supposed violation without a year's time to have it carefully examined.

Mr. ADAMS. Let me then clarify, if I might, for my thinking and perhaps it would help others, do I interpret that in the writing of the bill your reference is not between the Federal Government and the State but is between the Federal Government and a private lessee who would have a particular activity?

Senator Moss. No, this contemplates the Federal Government and the State. The State might possibly have others operating for it, too, but the State would have an obligation to operate the facilities spelled out, which was generally recreational—it says boating, bathing, horseback riding, camping sites, restaurants, picnic areas, and so on.

The Federal Government, the National Park Service, would work out a plan of development and operation with the State and they would finally come together in agreement. The State would say, "All right, this is our part," and they would enter into a contract as it were. Now this would have some terms and standards of operation.

In the event the State does not keep its bargain, the Federal Government can serve them with a notice that "because you have failed to live up to 'a, b, c,'" or whatever it is, "a year from now we are going to cancel the contract." Then the bill goes on to say that they must have a full public hearing at least 6 months before that year has run at which all this can be aired, and then the notice of cancellation may be withdrawn.

That was written into the bill to provide more protection to the State and strengthen its position rather than to be a point of restriction.

Mr. ADAMS. Only as a matter of comment, in relation to this, I would certainly suggest that it be noted that the public hearing should be held in the State rather than in the Nation's Capital. Then people who are concerned would have open facility to the hearing and it would be properly heard on the local level.

Senator Moss. I would agree with that. I think the hearing ought to be right in the local area where people are available who could testify as to what went on, what was observed, and so on.

Senator, do you have any questions?

Senator JORDAN. No question. Thank you.

Senator Moss. Thank you very much. I do appreciate, Dave, having you come, and you have permission to file an additional statement. (The additional statement, in the form of a resolution, follows:)

RESOLUTION OF THE CLEARFIELD CHAMBER OF COMMERCE

The Board of Directors of the Clearfield Chamber of Commerce at its regular meeting, Wednesday, June 29, 1966, unanimously passed the following resolution: Whereas, a large portion of the Great Salt Lake and all of Antelope Island are situated within Davis County, and

Whereas, Davis County has already demonstrated the feasibility of development of the North end of Antelope Island by constructing six miles of highway to within one and one-half miles of the Island and the State Road Commission has set aside \$100,000.00 to connect this road with Antelope Island, and

Whereas, the Great Salt Lake Authority was created by a large majority vote of the Legislature to develop the resources of the Great Salt Lake and has formulated extensive plans for the development of the North end of Antelope Island, and has been confirmed to have condemnation authority and also has substantial unexpended funds available,

Be it resolved that the Clearfield Chamber of Commerce hereby goes on record as favoring and supporting the already planned development of the approximately 4,000 acres comprising the North part of Antelope Island by State and County directed efforts utilizing, when appropriate and available, capital and abilities of private enterprise.

Senator Moss. Mr. Flint, do you have something to add?

STATEMENT OF GLENN FLINT—Resumed

Mr. FLINT. Commissioner Glenn Flint, of Davis County.

I stated at the end of my statement here that I was in favor with Governor Rampton and also the Great Salt Lake Authority that we can't do it as a State. I had some of my followers think that I had turned over and changed my mind. Senator Jordan asked about the levy on Antelope Island, and I got this from our tax assessor since he asked. Davis County is 66.10 mills on Antelope Island. The assessed valuation is \$85,340. Now this is a 20 percent of market value. So in putting a price on the island it would be five times that, so it would be \$426,700, the market value, according to the way it is assessed as of today. This is with the cattle and all on it.

Senator JORDAN. Beg pardon, does that include the personal property?

Mr. FLINT. Yes, sir.

Senator JORDAN. How much for the real estate alone?

Mr. FLINT. That is just the real estate. The assessed valuation is the real estate. This is right. Their taxes for the cattle and all on it for the year 1965 were \$5,538.53. For the year 1965, taxes paid were \$5,640.97. This gives a per acre average assessment of \$2.58 annually.

Senator JORDAN. I don't follow you.

Mr. FLINT. Well, an average.

Senator JORDAN. I think you are pointed off 1 decimal too far to the left.

Mr. FLINT. It could have been. Anyway, you have the other parts, you can figure that out.

Senator Moss. Well, we are glad to have those basic figures, and we appreciate it. They do help clarify this question that has come up several times as to the possible appraised value. As Senator Church, I think it was, pointed out, there is some considerable variation between the local appraisers and the appraisers who worked for the National Park Service.

The committee is going to want to know about this. They always want to know how much the cost of acquisition is, and whether or not it is comparable with the costs in the area. Otherwise, they are not anxious to buy.

Mr. FLINT. Yes, sir.

Senator Moss. Thank you very much, Glenn. We appreciate it.

I have a statement from John Phelps, acting director of the State of Utah Department of Fish and Game, for inclusion at this point.

(The statement referred to follows:)

STATEMENT OF JOHN E. PHELPS, ACTING DIRECTOR, STATE OF UTAH DEPARTMENT OF FISH AND GAME

We commend Senator Moss for his introduction of this important legislation as we join with Governor Rampton and others who support early, favorable consideration of this bill.

Such legislation to establish a Great Salt Lake National Monument is fully justified in recognition of this historic, unique remnant of one of the great inland seas. Further, the recreational, esthetic, and economic benefits to all the people of Utah and the Nation are immeasurable as they will accrue from development of the Monument.

In specific relation to wildlife values involved in the area of the bill, there is good reason to believe that rookeries and other nesting sites of birds common to this section will be enhanced. We also assume that the orderly, controlled harvest of brine shrimp eggs from this section of the lake will not be deterred.

Senator Moss. The Chamber of Commerce of Brigham City is to submit a letter. That will be printed at this point.

(The letter referred to follows:)

BRIGHAM CITY CHAMBER OF COMMERCE,
Brigham City, Utah, June 21, 1966.

Senator FRANK E. MOSS,
*U.S. Senate,
Washington, D.C.*

Hon. FRANK E. MOSS: We want you to know that this organization is in complete accord with your Senate bill 25 as amended and that we wholeheartedly endorse the proposed plan to create a Great Salt Lake National Monument on Antelope Island.

Although about half of Great Salt Lake is in Box Elder County, Antelope Island happens not to be but we have a genuine interest in any development of the lake itself.

We feel, as you do, that the lake is one of our greatest attractions and it definitely needs exploitation. We wish you ever success on the proposal and if there is anything we can do to assist, we will be only too happy to comply.

While we had a representative of the Brigham City Chamber of Commerce present at the recent Salt Lake City hearing, we did not present a statement or resolution. If you wish this done, and this letter is not sufficient, we will be only to glad to present one.

Cordially yours,

BLAINE OLSEN, *President.*

Let me say again that any of you who want a copy of this transcript can have it by leaving your name and address. It probably won't be printed up until we have had some further hearings with the Department people in Washington. But it will be mailed to you when it is printed.

The record will be open for at least 2 weeks time and perhaps even a little longer. If there is additional information that you would like to have before the committee, mail it in to the Interior Committee of the Senate or mail it to me and I will see that it is made a part of this record.

You have been a fine audience. I think we have had a good hearing. We have a lot of information before us, and I think we have heard both sides of it. I won't call it a controversy, you have heard several points of view, and some at considerable variance. That is what we are faced with all the time, and what we should be faced with, as we try to operate within a democratic system of government to accommodate all people so that their point of view is heard. The burden finally comes down to the legislator, which is to put all the information together and come out with what he thinks is the right and proper answer. I will have to lean on my colleague, Senator Jordan, in that regard, and many of the others.

I certainly appreciate the attendance of all of you and especially those who have appeared as witnesses.

This hearing is now adjourned.

(Whereupon, at 2:55 p.m. the hearing in the above-entitled matter was concluded.)

GREAT SALT LAKE NATIONAL MONUMENT

MONDAY, OCTOBER 4, 1966

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

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

Present: Senators Moss, Simpson, and Jordan of Idaho.

Also present: Senator Bennett.

Staff members present: Jerry T. Verkler, staff director; Roy M. Whitacre, professional staff member, and E. Lewis Reid, minority counsel.

Senator Moss. The subcommittee will come to order.

Senator Bible, the chairman of the subcommittee, has asked me to conduct this hearing, because he is committed in the Appropriations Committee this morning and will not be able to join us.

Senator Jordan and Senator Simpson of the subcommittee are here, and I am very pleased to have them sitting on this matter this morning.

The legislation before us today is S. 25 and the amendment in the nature of a substitute. Hearings have been held heretofore on this bill in Salt Lake City this year, at which the National Park Service and others have testified, including the Governor of the State of Utah, the chairman of the Great Salt Lake Authority, and many other witnesses. In fact, all of the State people, I think, were represented at that hearing. I have before me a transcript of that hearing, and it will show that we had a very extensive witness list, so we really had a full exploration of the bill at that time.

This hearing is called this morning for the principal reason that the National Park Service and the Department of the Interior had not at the time of the Salt Lake hearing officially filed a report on the bill. We only had a preliminary report before us.

Since the conclusion of that hearing, the Department has filed its official report on the bill, and the Bureau of the Budget has submitted its report, and, therefore, in order to complete the hearing record, we are holding this public hearing today.

The record of the hearings will include the report of the Department of the Interior and of the Bureau of the Budget. They will be placed following the bill and amendment at the beginning of the hearings.

S. 25 is a bill to create the Great Salt Lake National Monument on an island in the Great Salt Lake known as Antelope Island and including certain boundary waters in addition to the island proper.

Our first witness this morning is Senator Wallace F. Bennett, the senior Senator from the State of Utah.

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

Senator BENNETT. Mr. Chairman, I appreciate this opportunity to come before the committee this morning and state my views on the proposal to create a Great Salt Lake National Monument in Utah.

Great Salt Lake is one of the outstanding physiographic features of the Western United States and in almost any group of people, anywhere in the United States, mere mention of the Great Salt Lake invariably leads to interesting conversation and questioning.

The Great Salt Lake is "great" in the sense that it is the largest lake in the United States west of the Mississippi River and the largest salt lake in North America.

It is only a remnant of its predecessor, Lake Bonneville, which covered 19,750 square miles, was 346 miles long and 145 miles wide. It reached a depth of 1,050 feet.

Today, however, the lake which has come to be known as Great Salt Lake is about 70 miles long, 50 miles wide, and 34 feet deep. Its area is about 1,500 square miles.

Today, Great Salt Lake is one of the valuable natural resources of Utah. Certainly one of its great assets is its attraction as a tourist objective.

Unfortunately, however, the lake and its surroundings have gradually deteriorated. Its waters have been polluted with sewage, although some progress has occurred in alleviating this problem. The lake level has dropped due both to dry weather and to diversion and impoundment of waters that used to feed the lake.

In addition to its natural and physical problems, the lake is involved in a complex problem in resource management involving the interests of several State agencies, various Federal agencies, five counties, numerous municipalities, industrial concerns, and private ownership.

We went through many of these problems when we worked on and passed the Great Salt Lake shorelines legislation. Now we come to the Great Salt Lake National Monument bill, which would provide for a national monument comprising Antelope Island and adjacent land and water areas of the lake.

Under the bill, the national monument would include about 29,000 acres of land on Antelope Island and about 10,000 to 15,000 acres of related land and water. The monument boundary would generally lie 3,000 feet from the island and encircle it.

I agree wholeheartedly that—as the cry is so often heard in Utah—"something should be done about Great Salt Lake," possibly to help it return to its past glories of 25 or so years ago, when it was a tremendous attraction.

Realizing that the legislative hour is late, and that the hearings today are more to make a record and perhaps open up additional study during the adjournment period, I would like to submit a number of problems that the committee and the State must wrestle with before any bill is reported.

At the outset, I would like to make it clear that I will hold back any "vote" or position, as it were, on this legislation until we have clear answers to the many questions involved and until I can see the final language of the legislation when and if it is reported to the Senate.

First, I think we should look at exactly what the objectives and priorities of this bill are. Are they to create a lookout on Antelope Island so that the Great Basin story can be told and interpreted? Or is the most attractive objectives from the visitor's point of view the creation of a beach and recreation area on the northwest side of Antelope Island?

In arriving at the answer to our questions, we must be careful not to tie up one phase of the proposal at the expense of the other, as well as related new proposals.

If we create a national monument out of Antelope Island and 1,000 yards around it, what effect will this have on the tremendous potential mineral development?

I realize that the language in the bill provides for that development, and we have been told, "Don't worry about that," but administrations change, rulemakers change, and interpretations change.

Suppose, for instance, that a company begins drawing mineral-laden water from the lake, and because the lake receded more than expected it became necessary to place the pumps inside the monument boundary. Is this "desecration" of a national monument?

Some firms may build plants and mills along the shore not far from the monument. Will this be objectionable under national monument rules, for such a development within sight of the monument itself?

I am sure other questions can be raised regarding the mineral development, but in the interest of time I will not get into that now.

In a related area, and as I mentioned earlier, the Congress passed the Great Salt Lake shoreline bill granting title to relicted lands to the State.

Now, in the Antelope Island bill, we see from 10,000 to 15,000 acres of relicted lands which the Federal Government would include in the national monument. Is the State willing to return these acres to the Government after so short a period of time? What are the terms of the return, and will Utah receive school sections elsewhere in exchange?

Running through quickly some of the other problems that must be straightened out, Mr. Chairman, I am wondering about the dike and tailings test which is being conducted by the Great Salt Lake Authority and Kennecott Copper Corp. If the tests are successful, what effect will this have on either of our two objectives, or any alternatives?

In addition, what is the time pattern for the test results?

The question of the lake's chemistry also should be studied. I read that road development is being considered to and from different places on the lake. What happens when you dam or dike off a certain area of the lake?

I understand we have had some experience with this on the Southern Pacific fill in the north-central portion, where on one side the salt is migrating north, thus making the chemical content of the divided water different.

What will the national monument cost? I have seen assessed figures of the land ranging from \$10 an acre to \$25 an acre to \$62 an acre, depending on to whom you talk and what you read.

The Park Service is ready to spend another \$8.8 million for development. Is this wise in this day of mounting deficits and runaway inflation?

What about the Great Salt Lake Authority? The 1963 Utah Legislature established the authority and charged it with formulating a master plan of the Great Salt Lake. The authority, which is doing fine work, has not really had time to come up with its plan.

Therefore, the Utah Legislature has not really had an opportunity to dig into the question of a Great Salt Lake development. Thus, should we, by this bill, forever foreclose that opportunity?

What about the question of roads? Will approval of one objective destroy the opportunity to create some sort of parkway from Antelope Island to Fremont Island to Promontory Point to the Bear River Bird Refuge?

Has there been enough thought given to Promontory Point as the focus for a national monument, or even as an addition to the Golden Spike Historical Site?

For years the citizens of Box Elder County have made attempts to create a national monument out of the Golden Spike Historical Site, which we approved a year ago. It could be that by tying the two together we could gain the justification of a true national monument.

Promontory could well give tourists a chance to see the striking shorelines of ancient Lake Bonneville, which seems to be one of the main aspects of the Antelope Island bill. At Promontory, where there is a semiscenic drive from the highway along the Bear River Bird Refuge, the road could go to the top of the peak, where along the route it could be complete with overlooks right on the various levels or terraces of the original lake. The vista here, in the opinion of many, would be superior from any view at Antelope Island.

Has there been a complete development plan outlined for the monument?

I realize the Park Service has testified in hearings that it will build something here, an entrance there, et cetera. However, is there any plan for development of the beach or recreation area?

I am sure, Mr. Chairman, there are numerous other questions. However, I raise these as examples of some that must be answered before we proceed.

Let me repeat, I am in favor of an orderly development of the Great Salt Lake as a tourist attraction. However, I feel that the Congress should proceed with caution so that one proposal does not foreclose a better idea later—particularly since the rising pressures for reduced expenditures will probably delay action anyway.

Senator Moss. The record should show that Senator Bennett was here and present at 10 o'clock this morning, and because of the delay in getting the hearing underway, it was necessary for him to leave to attend a committee on which he serves, and his statement was included as if read.

It is also to be noted that in the event there are questions that would be directed to Senator Bennett, he will be given an opportunity to supply answers to go in this record.

I have had time to skim his testimony briefly, and the other members of the subcommittee have had that opportunity, as well, and perhaps

when we have the witness from the Department of the Interior some of those matters may be raised.

I do not intend to make a statement myself this morning, since I have testified on this matter before and have sat on all the hearings.

S. 25 is a successor bill to other bills that have been in the Congress now for a period of approximately 7 or 8 years. We previously have held public hearings on a Great Salt Lake National Park, which is a predecessor idea to this one.

S. 25 is a refinement that has come down through a series of hearings and reintroductions of bills and amendments of bills over a long period of time.

In Utah, and indeed, I think elsewhere, there is a feeling of urgency that the Great Salt Lake ought to be utilized fully, both as a source of commercial activity in Utah and in the Western United States, and its scenic and scientific and recreational values ought to be preserved and developed. And indeed there has been a great deal that has been done in my State over the last few years looking toward developing the lake.

S. 25 is in accord with that general feeling, that we ought to do something about the lake.

In July, when we were in Salt Lake, the committee visited the island itself, flew out there and landed from helicopters and went on the island in various places and examined it from end to end.

This was the second time this has been done by the committee, so I think that there is a fairly good reservoir of information now in existence.

I do, however, have one additional statement that was submitted to me after the hearings were completed in Salt Lake by Prof. William H. Behle, who is a professor of zoology at the University of Utah. I am going to place this statement of Professor Behle in the record.

(The statement referred to is as follows:)

STATEMENT OF WILLIAM H. BEHLE, PROFESSOR OF ZOOLOGY, UNIVERSITY OF UTAH

As a student of the Great Salt Lake, especially the bird life, and as one who is familiar with virtually all aspects and parts of the lake, I support the proposal to set aside part of the lake as a Great Salt Lake National Monument essentially the proposed Great Salt Lake National Monument. These come under two categories of September 20, 1965, to S. 25 bill, 89th Congress 1st Session. However, I would suggest that certain other islands be given serious consideration as additions to the proposed Great Salt Lake National Monument. These come under two categories, those that are mandatory and those that are desirable.

Under the first category are two small islands in the immediate environs of Antelope Island, namely Egg Island and White Rock. In addition to their scenic value these islands have been important sites for colonial-nesting birds such as California gulls, double-crested cormorants and great blue herons, all of which are part of the Great Salt Lake environment and educational story. For information about these islands and the bird colonies I refer the members of the committee to my book on the bird life of Great Salt Lake published in 1958 by the University of Utah press, a copy of which I submitted to the committee following the hearings in Salt Lake in the fall of 1960. From the map on display at the recent hearings it appeared that Egg Island, at the northern tip of Antelope Island was barely within the proposed 1,000 foot boundary of the National Monument, while White Rock in White Rock Bay at the northwest part of Antelope Island seemed barely beyond. To insure that both are included I suggest they be mentioned specifically in the language of the bill as inclusions of the proposed monument.

Under the category of desirable are two other islands far removed from Antelope Island. Gunnison Island in the northwestern part of the lake north

of the railroad fill might well be included. Although remote, it has a unique combination of historic, scenic and wildlife features. The principal aspect is the colony of white pelicans. A recent study that I conducted with an associate, Michael Lies, indicates that this is one of seven remaining major breeding colonies of white pelicans in the country and the only one of these that is not in a refuge of some kind. In addition, herons and gulls nest on this island. Furthermore, Gunnison Island is the type locality for and the only place of occurrence (because of the factor of isolation) of distinctive races of white-footed mice and kangaroo rats. The pelicans of Gunnison Island have recently been featured by wildlife photographer Bob Davison in two superb motion pictures which portray with tremendous impact the wildlife values of the island. The inclusion of this island would be a matter of protection and preservation, not in any sense development.

In connection with the discussion of diking plans and loop roads from Antelope Island north to Fremont Island, Promontory Point, and the railroad point of interest, namely the Driving of the Last Spike National Historical Site, the committee should also give attention to the possible addition to the Great Salt Lake National Monument of Fremont Island. While I have reservations as to the feasibility of the diking plans and creation of a fresh water lake on the east side of Great Salt Lake, and whereas Fremont Island like Antelope Island, has been overgrazed, nevertheless, it too, has historical, scenic and recreational value.

Aside from the consideration of these additions, I should like to express an opinion on other aspects of the proposal. I feel that the Great Salt Lake is a unique part of our national heritage and that part of it should be set aside under our national park system for its scientific, educational and recreational values. The lake itself is a different and fascinating body of water. The scenery is matchless. The Lake Bonneville-geological story, the biology, the human interest aspects are all tremendous. There is no question in my mind that a portion of this setting is worthy of National Monument status. As such the matter goes beyond the interests of the State of Utah. Despite the statements of proponents of "states rights" and advocates of state development, I feel, and Governor Rampton so stated, that the State of Utah does not have the financial resources to properly develop the area in terms of National Monument objectives.

I favor all of Antelope Island being included, not just the north end. In addition to the consideration of fairness to the island owners in purchasing their entire holdings, access to the island from both ends and the establishment of a loop route is a necessity. I caution strongly against over-utilization of the island. I would minimize campgrounds and motels and ban artificial recreational facilities such as golf courses, fresh-water swimming pools and midways in favor of preserving the pristine character of the island insofar as possible, especially on the west side overlooking the "dead sea." Here the greatest scenic and educational values lie. There should be no highways or campground on the west side. Let the lake itself and the desolate, rugged nature of the terrain be the focus of attention. It is this that should be preserved untrammelled with the trappings of "civilization" and "progress." It is the lake and the desire to bathe in the brine that attracts people. The island is close enough and accessible enough to the urban areas of the Wasatch Front as to make elaborate development of overnight facilities unnecessary.

I share the concern of some that federal intervention may hamper industrial development around the lake away from Antelope Island. The brines of the lake and shore deposits around the lake constitute a vast storehouse of minerals of great importance to the state of Utah and the extraction of the minerals and the development of a basic chemical industry should not be hindered. I think it is possible to have a national monument in connection with Antelope and these other islands and the lake without impairing rights to develop resources beyond the monument boundaries. But all possible safeguards must be carefully spelled out in the bill.

Admittedly, much research needs to be done on many aspects of Great Salt Lake and on Antelope Island itself, such as developing a water supply. One problem that has not been mentioned is the necessity for control of biting black gnats (*Ceratopogonidae*) in the spring and horse and deer flies (*Tabanidae*) in late summer and fall. These pests will be miserable for visitors. To await solution to all the problems before moving to set aside and develop the educational resources of the lake and islands seems to me a narrow view. Antelope

Island is there, largely unspoiled and available. Already there has been much delay in acquiring it. Action is needed. The population explosion and age of travel and recreation are upon us now. We cannot go on and on procrastinating.

The essence of what I am saying is that the present proposal is good as far as it goes, but the plan should be rounded out and expedited.

Senator Moss. Professor Behle's recommendations go a little bit beyond Antelope Island. He talks about other islands in the lake that he thinks should be included in this consideration, and he bases this, in part, on the fact that these islands are nesting areas for various kinds of birds which are becoming scarce and may soon pass into the area of birds that are threatened with extinction.

He thinks that we should consider, while we are talking about Antelope Island, including Gunnison Island and Fremont Island as monuments, also.

I express no opinion on that personally, but I put it in the record for the study of the committee, and if the Department would like to comment on that, of course we would welcome comments on the suggestions of Professor Behle.

Senator Simpson, do you wish to make any comment at this point.

Senator SIMPSON. No, Mr. Chairman, I think I would be content to interrogate some of the witnesses in respect to the questions raised. Will these things be pointed out on the map so that we can get the position of them?

Senator Moss. Yes. We can point them out on the larger map.

We will proceed, then.

Our second witness is Max N. Edwards, Assistant to the Secretary and Legislative Counsel to the Department of the Interior, and we will ask Mr. Edwards to proceed with his testimony.

STATEMENT OF MAX N. EDWARDS, ASSISTANT TO THE SECRETARY OF THE INTERIOR, AND LEGISLATIVE COUNSEL TO THE DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY JAMES M. LAMBE, LEGAL ASSISTANT, AND JOSEPH CARITHERS, ASSISTANT REGIONAL DIRECTOR, SOUTHWEST REGION, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. EDWARDS. Mr. Chairman and members of the committee, I would like permission to bring with me Joe Carithers and Mr. Michael Lambe of the National Park Service.

Senator Moss. We will be glad to have these gentleman come with you to the witness table.

Mr. EDWARDS. It would seem, Mr. Chairman, that in view of the fact that the Department's report was submitted to the committee on December 1 of last year, and that the committee has already heard from other departmental witnesses, that it might be advisable, in the interest of time, to proceed with the amendments which we have recommended in our departmental report.

Senator Moss. I think it would be proper to proceed in that way, Mr. Edwards. The entire statement, however, will go into the record as though read in full, and we will ask you to address yourselves to the amendments, since those are the things we need to have clarified in order to have a full record here.

Mr. EDWARDS. That will be fine, Mr. Chairman.

Mr. Chairman, Utah's Great Salt Lake is one of the most famous scientific phenomena in this country. It is known all over the world to scientists and laymen as the living remnant of an ancient Ice Age lake which covered almost 20,000 square miles. This lake, called Lake Bonneville, existed more than 30,000 years ago. Over the years it has shrunk to the Great Salt Lake as we know it today—leaving salt flats, great concentration of brine, and old terraces marking the levels where the waters once stood.

The geologic history of this ancient lake and its effect on surrounding plants and animals is a classic in modern science. What is needed is a site accessible to the public where this story can be told and where people can see for themselves the features left by thousands of years of evaporation. We believe that Antelope Island, almost surrounded by the waters of Great Salt Lake, is ideal for such a site. We therefore support the substitute of S. 25, which authorizes the establishment of a Great Salt Lake National Monument on Antelope Island.

Three members of this committee—Senator Moss, Senator Church, and Senator Jordan—visited the site and took testimony at Salt Lake City in June of this year. For the benefit of those members who have not seen the area, I will describe it briefly.

Antelope Island is actually a peninsula when the lake is at its lowest. It comprises about 25,000 acres of land, which is largely in one ownership. The island is about 14 miles long by 4 miles wide, and is used primarily for cattle grazing. There is a ranch house and some associated outbuildings on the island. It is located about 16 miles from Salt Lake City and access is by a road at the south end of the island. The principal owner, the Island Ranching Co., has expressed a willingness to sell its holdings for the development of a national monument. We believe acquisition of the land will not exceed \$1,700,000.

The National Park Service has studied the possibilities of developing the island for visitor use and interpretation. An island road some 45 miles in total length will be the most important means of interpreting the Great Salt Lake story. A visitor center and headquarters area will also be developed on the island, as well as a trail system and a series of exhibits and overlooks along the road and trail system. We estimate that the total cost of development will be about \$8,440,000, and annual operating costs will be about \$300,000 when the monument is fully developed. An operating staff of 13 full-time employees and 2.5 man-years of seasonal employees is contemplated.

Mr. Chairman at this point I would direct the committee's attention to the provisions of the bill on pages 3 and 4 which provide for participation by the State of Utah in the development of the island. These are provisions not usually found in the park legislation that comes before this committee. There is, however, good reason for it. The State of Utah is also interested in the preservation of Antelope Island as a public resource. In 1963 the State legislature created a body called the Great Salt Lake Authority and charged it with making studies of the public use of the island for tourism. The authority has since made preliminary plans for development of the north end of the island and is proceeding to acquire some 4,000 acres at the north end for public recreation purposes.

Given this interest on the part of the State, we believe it would be appropriate to permit the State to provide the visitor services ordi-

narily furnished in the parks by concessioners—that is, facilities for swimming, boating, horseback riding, and picnicking. These facilities would, under the terms of amendment No. 6, be provided according to an agreement between the Secretary of the Interior and the Governor of the State. Any developments would be carried out in accordance with the Secretary's overall plan for the administration of the national monument. We believe in this fashion the Federal Government can work most effectively with the State to bring about the best opportunity to interpret this area for the visiting public. We estimate that about 320,000 people will visit this area during the year after the monument is fully developed.

The Department's report of September 1 recommends a total of nine amendments to the substitute bill, and I believe a brief explanation of each of them is warranted here:

Amendments 1 and 2 are clarifying and perfecting amendments. Amendment 1 substitutes the more specific word "exchange" for the more general word in the bill "otherwise" in reference to the acquisition authority. Amendment 2 substitutes the correct date of a survey for the one in the printed bill.

Amendment 3 establishes a boundary 1,000 yards around the island, in order to protect the waters immediately adjacent to the monument from possible industrial or other activity.

Amendment 4 inserts the usual exchange authority which we have recommended in previous park bills.

Amendment 5 deletes authority to construct access roads outside the boundary. Any roads or causeways outside the boundary should be developed by the State as part of the Federal-aid highway system.

Amendment 6 clarifies the authority of the Secretary to enter into an agreement with the State concerning State operation of public facilities, as I mentioned earlier. The effect of the amendment is to identify the subject of the agreement—facilities normally operated by private concessioners—and to insert language that will clearly retain the Federal Government's management responsibility for the operation of this national monument.

Amendments 7, 8, and 9 are technical amendments, designed generally to protect the interest of the United States if the national monument is acquired and established.

Thank you very much.

Senator Moss. Thank you, Mr. Edwards. We will now turn to a discussion of the amendments.

Mr. EDWARDS. The first amendment appears on page 1, line 5, and we simply, for the sake of clarification, recommend that the word "otherwise" be deleted, and that we insert in lieu thereof the word "exchange."

Senator Moss. "Or exchange," it would read, then?

Mr. EDWARDS. Yes.

Senator SIMPSON. Where is the comma?

Mr. EDWARDS. After "funds," then "or exchange, lands, submerged lands, waters."

I think it was intended to have "exchange" included, but just to clarify that we would recommend it.

Senator Moss. "Exchange" is a little more precise a word than just "otherwise."

Mr. EDWARDS. Yes, sir.

Now, then, on page 2, line 2, another clarification. That should be "1876" instead of "1856."

Senator Moss. I don't know about this. Of course, there have been a number of surveys made on the shore of the lake that started as early as 1856, and I suppose the one the Department has determined now we should rely on is 1876, and I have no knowledge myself of why we would go to 1876 rather than 1856.

Can you clarify that?

Mr. EDWARDS. I regret that I am not able to fill the committee in on that.

I don't know whether Mr. Carithers or Mr. Lambe know why we have to change this to the survey of 1876.

Mr. CARITHERS. I think the 1876 survey is the geological study.

Mr. EDWARDS. And the survey of 1856, apparently, then, was a land survey.

Senator Moss. Is there any benchmark that we do have, any land survey line established by 1856?

Mr. CARITHERS. No; 1876 is the latest.

Senator Moss. In other words, the Geological Survey says that the earliest one they have, where they have a complete survey of the island, is the one dated 1876?

Mr. CARITHERS. Yes. Not only the island, but the land surrounding.

Senator Moss. The boundaries, too, of the lake.

All right. We have that explanation.

Mr. EDWARDS. Before we pass on, Mr. Chairman, I might just say that I will endeavor to get a letter to the committee on the question as to why we are recommending this.

I am embarrassed, to say the least, that I don't have it before the committee, but we will have an answer.

Senator Moss. All right.

Mr. EDWARDS. On page 2, line 1, we will change "(1) (A)" to "(1)," delete (B), beginning on line 6, and paragraph (2) beginning on line 14, and substitute a paragraph which would read as follows:

(2) All of that certain area (consisting of submerged and relicted lands and waters) appurtenant to the area described in paragraph (1) and bounded by a line which lies one thousand yards distant from the nearest portion of any part of the area described in paragraph (1).

Senator Moss. Would you explain now for the record what change that makes in the description of boundary?

Mr. EDWARDS. That would provide a relicted land and water area 1,000 yards in width completely surrounding Antelope Island, and the Park Service feels that this is essential, to have it on the east side as well as on the west, for protective purposes against residential and industrial development.

With this kind of protection, the State of Utah can proceed with their plans for industrial and residential development as they may envision.

Senator SIMPSON. Has this map been identified, Mr. Chairman?

Senator Moss. Perhaps we could put an identifying mark on it, and then we could refer to it.

Mr. EDWARDS. It is numbered.

Mr. CARITHERS. It is numbered NM-GSL 7200A and dated March 1966.

Senator SIMPSON. I think we could go further and say it is the suggested development.

Senator MOSS. The difference is that the amendment in the nature of a substitute had a water and relicted land boundary only on the west side of the island, from the northern tip to the southern tip?

Mr. EDWARDS. That is correct.

Senator MOSS. And the Department now recommends that that boundary of a thousand yards continue all the way around the island on the eastward side in addition to the west side.

Senator SIMPSON. Will the gentleman yield?

Mr. EDWARDS. Yes, sir.

Senator SIMPSON. One other question. You brought it in, and I am inquisitive. I want to know where Gunnison and Fremont Islands are.

Mr. CARITHERS. Fremont Island is the island directly north of Antelope Island.

Senator SIMPSON. It does not show on there?

Mr. CARITHERS. No. It is here. This is a vicinity map dated March 1966, of the Great Salt Lake area.

Mr. EDWARDS. On this map, here, this is of course Antelope Island.

Senator MOSS. In orange.

Mr. CARITHERS. This is Fremont. The other two islands we are referring to are Gunnison Island, which is this one here, and Bird Island, which is north of this point and does not show on the map, just north of Carrington. This is Carrington Island.

Senator MOSS. And I think it also refers to Egg Island, which is just off the north tip of Antelope.

Mr. CARITHERS. Yes. It is very small.

Senator SIMPSON. Where are the bird sanctuaries, the bird nesting places?

Mr. CARITHERS. I believe it is this area, which is Gunnison Island.

Senator SIMPSON. That is within the Great Salt Lake?

Mr. CARITHERS. Yes.

Senator MOSS. All right. You may proceed, Mr. Edwards.

Mr. EDWARDS. The next amendment is on page 2, after line 19. We would insert the following new subsection. I will not read this, simply because it is traditional language that we have used heretofore to authorize exchanges in national park and recreation bills.

That would occur on page 2, after line 19.

Senator MOSS. This is a standard exchange authority that is inserted in all of your land acquisition bills in the Park Service?

Mr. EDWARDS. Yes, sir.

Senator MOSS. Where would that be again?

Mr. EDWARDS. On page 2, right after line 19.

It would be subsection (c), as follows:

(c) In exercising his authority to acquire property by exchange, the Secretary may accept title to any non-Federal property within the boundaries of the national monument, and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require.

Now, on page 3 we are recommending that subsection (b) be deleted.

This is a section of the bill which would authorize the construction of access roads, and it is our recommendation that if we determine

at some future time that these access roads are necessary, in addition to what is in existence now, it should be undertaken as a part of the Federal-aid highway project.

Senator SIMPSON. I don't get that picture at all. You mean you are going to deprive the Secretary of the opportunity to procure this?

This is permissive, this section that you are talking about here. Why is it not essential to the work of the Park Service to be able to do that?

Mr. EDWARDS. To build the access roads?

Senator SIMPSON. Well, this is permissive language. The Secretary may do so-and-so. Don't you want to leave him that authority?

Mr. EDWARDS. No. It is our feeling, Senator, that this is not an essential part of the preservation of Antelope Island. If it is determined that the access to the island should be improved, enlarged upon, it should be done under the Federal-aid highway program.

Senator MOSS. But without the authority granted in the bill, the Secretary could not expend any funds beyond the boundary line of the monument, so you might have a situation a little bit akin to what we were facing at Bullfrog. Before additional money was provided, the Park Service was building a fine road up to a certain boundary, and then just ending, because there was no suitable road beyond that point.

Mr. LAMBE. May I add one point, Senator?

Senator MOSS. Yes.

Mr. LAMBE. The reason actually we want to take this authority out, even though, as the Senator pointed out, it is permissive, is so that without the authority the State will have an incentive if the need arises for an improved access route. The State will have an incentive under the provisions of the Federal-Aid Highway Act to construct the road to the park.

The Federal-Aid Highway Act at present, under the administration's highway beauty program, permits States to use 3 percent of the moneys allotted them under the Federal-Aid Highway Act for improving roads to recreation areas. We feel that this would give the State an incentive if the need arose to utilize this authority on its own.

Senator SIMPSON. It would seem an infinitesimal amount to apply to roadbuilding, but you probably know what you are doing on this.

It seems to me, under the language, it would be better to leave it in, but by the same token, if the State brings the road up to the outer perimeter of the monument, what about the interior?

Mr. LAMBE. It will be completed.

Senator SIMPSON. Well, I am not going to make any point out of it. It just seemed to me that it does not hurt the bill to leave it in, but if you think, in your good judgment, it should be out, I will not contest it.

Senator MOSS. I obviously thought it should be in and drafted it that way. This is simply the recommendation of the Department. The committee, in its judgment, is going to have to decide whether to take the amendment or not take the amendment.

All right. You may proceed, Mr. Edwards.

Mr. EDWARDS. All right, sir.

The next amendment which we recommend is on pages 3 and 4, where we suggest deleting subsection (c) and substituting the following subsection, changing subsection (d) to (c).

Senator Moss. This is a little bit complicated, so perhaps you had better read this in full.

Mr. EDWARDS (reading).

(b) The Secretary is authorized to enter into an agreement with the State of Utah whereby the State may provide recreational facilities for swimming, boating, horseback riding, picnicking, and related facilities and services at such places within the Great Salt Lake National Monument as the Secretary and the Governor of the State of Utah shall mutually agree are suitable therefor. Such agreement shall require the State of Utah to provide said facilities and services in conformance with the Secretary's overall plan for, and administration of, the Great Salt Lake National Monument pursuant to subsection (a) of this section, and shall permit the State to charge fees for the use of said facilities and services in accordance with good business practices. If the Secretary finds that the State of Utah has failed to comply with any provision of such agreement, he may terminate the agreement one year after the date he gives written notice to the State of his intention to do so: *Provided*, that a public hearing on the proposed termination shall be conducted at least six months prior to the termination date for the purpose of hearing all interested parties, and thereafter the Secretary may withdraw his notice of intention to terminate the agreement if, in his judgment, the public interest will be served and protected under the agreement.

Senator Moss. What this really does with the language, Mr. Edwards, is to restrict the area of the concessionaire somewhat in eliminating operating of motels, restaurants, athletic or personal welfare facilities. Is that correct?

Mr. EDWARDS. Yes, sir.

Senator Moss. The weight of it.

Now, can you give the rationale as to why you think those things should be eliminated, and the concession confined to the language you propose?

Mr. EDWARDS. I will make just a general statement on that.

I think that the original bill provided for overnight facilities. It was felt by the planning experts in the National Park Service, however, that overnight accommodations would not be suitable for this area, that the best recreation potential for the area consists of swimming, boating, horseback riding, picnicking, hiking, and that this is where the emphasis should come.

And the State I know has made plans and is continuing to make plans to utilize this potential, and we have many concessions run by nonprofit organizations. There is nothing unusual about that.

And I think the language we propose gives certain latitude and control to the Secretary. After he enters into an agreement with the State, if the concessions are not being utilized for the best interests of the public, he may terminate the contract after giving a written notice and holding a hearing.

Senator Moss. I understood from discussing this with Mr. Hartzog that the rationale in part, here, is that this monument lies within 8 miles or so of the built-up part of Salt Lake City, actually about 12 miles from the center of the city, and that it was believed that the motels and restaurants and all the other facilities of a city the size of Salt Lake, which, with its suburbs, is nearly half a million people in size, made it desirable to eliminate those functions from the island itself and permit people to travel back and forth, which they readily can do, on to the island, for purposes of recreation and scenic viewing and so on, and back into the commercial stream for their overnight accommodations, and whatever else they require.

I can understand the rationale, after talking with him. I just wanted the record to make it clear.

The bill itself does list the very broad number of activities that are authorized to be carried on by the concessionaire, and of those that were originally listed, the ones that remain after your proposed amendment would be swimming, boating, horseback riding, picnicking, and related facilities.

"Related facilities" is a bit open ended, I guess, but what we have eliminated, then, are camping sites, motel accommodations, restaurants, and other recreational, athletic, or personal welfare facilities. I admit I had a little trouble deciding how we got that "personal welfare facilities." That is a little broad.

Could you, at this point, to clarify this, tell me what the Department envisions in its plans for this monument to be the activities to be carried on on Antelope Island?

Mr. EDWARDS. Senator, I am going to ask Mr. Carithers to answer that, but I should clarify what I said about providing overnight services.

We will provide camping facilities within the area, and I am sure that they would contemplate staying overnight, because that is part of the master plan, to set aside certain areas for campsites.

Senator Moss. Your language takes camping sites out of here. Would it be your testimony that that ought to go back in, now?

Mr. EDWARDS. This is something that is not ordinarily provided by concessionaires. The Park Service itself usually handles this. This is true in most of the parks.

Senator Moss. I see. Your testimony is that you would expect the National Park Service to provide camping areas, and to maintain them in the usual manner, and not hand them over to a concessionaire to operate?

Mr. EDWARDS. That is correct, sir. We are talking about perhaps 200 campsites in the present master plan, and a hundred picnic areas.

But I will ask Mr. Carithers to answer your question.

Senator Moss. Could you answer my broad question?

Mr. CARITHERS. I refer to the map that has already been referred to as the suggested general development plan.

The principal entrance to the island now is on the south end. We would anticipate putting an entrance station here, at the causeway. There is an existing road which goes up about to here at the present time.

Senator Moss. To the north end?

Mr. CARITHERS. To the north end of the island, up to the area that we would like to develop as an observation and visitor center. This road would be improved.

The area that we have selected as a good location for the headquarters is in the vicinity of the Island Ranching Co.'s headquarters, which is in this general area here [indicating]. There are a number of buildings there, and I believe one of the oldest buildings in the Salt Lake area is located here, built in 1849.

Senator Moss. I think it is the oldest continuously inhabited house in the State of Utah. It has been used continuously since 1849 as a habitation.

Mr. CARITHERS. As I say, we would improve this road.

Now, there is coming across from the town of Syracuse, a dike. It has not touched the island yet, but it will ultimately. This dike would provide a loop route, coming from the south, going off to the north, traversing Antelope Island.

We would then, within our primary development plan, put in a road coming along this backbone, which affords you some superlative views, looking off to the west.

Then we would drop down onto the beach benches, here, where we would have campgrounds, and we have selected two sites that look promising in these camping areas.

Then the road would continue on, around here [indicating], and back out to this southern end.

There would also be a road over the top, which would also afford you some excellent views of the lake, and more importantly, would show you some of the various benches, and these are perhaps as pronounced as any of the benches on the island.

There are also some excellent views here [indicating].

On the upper end of the island there would be a beach located here, at White Rock Bay. We don't know exactly where that will be located in relation to White Rock Bay, because this lake has a very shallow gradient. In some places you have to walk out for half a mile to get into water up to your knees.

We feel that one of the great ways to enjoy the Great Salt Lake is to get out and swim in it. I think everyone who goes there wants to do this.

This would involve a facility, here. It would involve a concessionaire-operated facility, such as showers.

There would also be, ultimately, to the southeast of this dike being developed, a fresh water lake, in here.

We would propose eventually putting in a marina in this area, to serve both the fresh water lake and the salt water lake.

This is away in the future. We don't know when the fresh water lake will be developed, but we are planning on its development sometime in the future.

Senator SIMPSON. Mr. Chairman, has there been any hydrology report with respect to the diminishing quantity of water in Salt Lake? I understand that over the years it has gone down considerably. Are we going to be left high and dry, or what is the prognosis?

Senator MOSS. There has been a lot of study on this, Senator. I will try to give you rather a layman's answer, since I am not a technical expert.

The lake has fluctuated up and down over the years, with the general trend being downward, which comes in part from the dry cycle, but in part from the fact that we impound more and more of the water in the mountains and use it agriculturally and industrially now, so that the inflow of the lake has been somewhat diminished.

However, the proposals that have been made now, and to which Mr. Carithers is referring, include diking off some of the very shallow arms of the lake, such as across the south end of the lake, and running dikes between Antelope Island and Fremont Island and the Promontory, and even back across the lake.

If all that comes about, it will be possible to stabilize the lake east of Antelope Island, the fresh water, as the salt leaches out, be-

cause that is where all the inflow is, over a spillway into the salt water lake. This is west of Antelope Island. Finally a sort of sump would be in the north end of the Great Salt Lake, which would just be an overflow area that might dry up completely at times, or catch the overflow in years of heavy precipitation.

As Mr. Carithers says, this is a long-range program the State is considering, and they are doing an actual study now of using the tailings from the Bingham copper mine magnum mill to flush out their dikes.

They are actually running a dike into the lake and studying where it creates turbidity, and whether the waves will wash away any part of it, and so on, for stability. If this proves out, and the State can go ahead, this would be the long-range plan.

But, this bill was drafted so that it will not in any way interfere with the State's doing any of that. Particularly, the Federal Government is excluded from entering any kind of action or objection to the State's proceeding in this matter.

I am glad to hear Mr. Carithers testifying that the Park Service is interested in more or less tying its development plan in with this long-range plan, by saying that they would have a marina up there at the north end. They would envision, then, perhaps water skiing and other similar sports on the fresh water side, and boating on the salt water side.

Of course, the Great Salt Lake is a very large lake, and even if these ends are diked off, there still is a tremendously big lake there. The evaporation would be reduced by reason of cutting off the arms. All of the water that gets out of the lake comes out by evaporation.

MR. CARITHERS. This fresh water lake—we are talking about an area of 170,000 acres. It is quite a large lake.

Senator SIMPSON. How many acres?

MR. CARITHERS. This is what the fresh water lake would be. It would be 170,000 acres.

Senator MOSS. For example, if the fresh water lake is created by this diking means, a thousand feet of the fresh water lake then would be within the monument. But beyond that, it would be the State that had jurisdiction for the rest of the lake.

You testified about drives and scenic overlooks, a bathing beach, and a marina. What else are you going to have done on that island?

MR. CARITHERS. We would have a salt water beach in this general area, anyway. As I say, these are tentative locations. We have not carried out engineering studies to determine where the best place is to swim. In fact, it was along in here that our helicopter landed.

Senator MOSS. Yes. There is a spur of sand, there.

MR. CARITHERS. We would then have a series of connecting trails along in this area.

When I first saw Antelope Island from the air, I had reservations about it as an area for hiking. There is very little cover. I thought it would be hot and not suitable for hiking. However, Congressman King invited a group of us to take a hike on the island, and I had no idea we were going to hike the entire length of the island, but we did it. It was about 15 miles, and there are no trails at the present time. Even under these conditions, I think the area, in spring and fall, presents great hiking possibilities.

There was also a herd of antelope on the island.

Senator MOSS. Buffalo.

Mr. CARITHERS. Buffalo. I am sorry.

And also deer. This buffalo herd was introduced. There were buffalo on the island at one time, native to the island, but these were reintroduced by the present owner. It is quite a nice herd. We intend to keep it there.

Senator SIMPSON. How many head?

Mr. CARITHERS. I think about 45.

That pretty well covers what we intend to do.

Senator MOSS. Would the Park Service consider reintroducing antelope, for instance, from which the island gets its name, and other game animals?

Mr. CARITHERS. We have learned that antelope were native to the island at one time, which indicates that we could reintroduce them.

Senator SIMPSON. It might be cheaper to just change the name to Buffalo Island.

Senator MOSS. The Senator has a good suggestion. It might be cheaper to change the name of the island to Buffalo Island, he says.

The fact that the buffalo thrive there and reproduce on the island without any attention at all would indicate that other big game animals such as antelope might be reintroduced, and the wildlife would then become a greater scenic pleasure.

Mr. CARITHERS. Right. And being an island, there is only one entrance. From the wildlife standpoint, it presents some real opportunities. There is no outside influence. There are cattle grazing on the island now.

Senator SIMPSON. These could be acquired, I take it.

Mr. CARITHERS. Right.

I think, once the grazing is eliminated, there will be ample opportunity for wildlife.

Senator MOSS. I think there is an extensive herd of cattle on the island now. I don't have the number.

Mr. CARITHERS. We have it.

Senator MOSS. Maybe we could put it in here, if it is available.

Mr. CARITHERS. This is a seasonal operation. From November to May there are 800 cows. From April to June 1,300 yearling. This is part of a much larger ranching operation.

Senator MOSS. Could you also explain what the situation is for fresh water on the island?

Mr. CARITHERS. We have a number of springs here. There are 56 springs on the island. They are scattered all around the outer edge. There are some up pretty close to the top. But there are 56 springs on the island and, of these, 25 are improved for livestock purposes.

Senator MOSS. Are they improved to the extent of using pumps, or would it just mean cleaned out?

Mr. CARITHERS. It would just mean cleaned out.

There are cement holding ponds, things of this nature. There are no wells on the property. The owner has never drilled. He does some dry farming in this general area here, and he has hesitated to drill because the springs did provide enough water for his cattle operation, and they are well scattered.

There is a very good spring here.

Senator Moss. The fact that there are 56 springs delivering fresh water would indicate that a considerable amount of fresh water might be developed on the island. Is that a fair assumption?

Mr. CARITHERS. There is every indication that this is true. However, if the hydrologists tell us water in large amounts is not obtainable on the island, we could bring water over from this area, from the mainland. We have not checked that out, as far as the available volume of water is concerned.

Senator Moss. Now, would the few fields there, where the rancher now raises grain and forage, be permitted to go back to a natural state under your plan?

Mr. CARITHERS. In the case of a national monument; yes. We feel these fields in time would go back. They are not highly improved fields. I think there are about 300 acres presently being cultivated in wheat.

Senator Moss. What is the Department's estimate of the number of visitations that could be expected to be made to the monument, once the development plan is completed?

Mr. CARITHERS. We always tend to be a little conservative on this.

We estimate 320,000 visits the first year after our 5-year development program. This may be low. This will depend on a number of things.

For example, if this dike network is constructed, the loop route from Salt Lake City up Antelope Island, across to Fremont to Golden Spike, will make quite a scenic route, quite a historic route, for the visiting public.

Our attendance figures may skyrocket, but at the present time we think 320,000 people is a good estimate.

Senator Moss. On the basis of the continued visitation of more than a million visitors every year—in fact, I think it is now around 2 million visitors—to Temple Square in Salt Lake City, which is only about 12 miles distant, would you not expect that that 300,000 figure would be raised quite a bit?

Mr. CARITHERS. It is entirely possible.

Senator Moss. We had not finished discussing your amendments, had we?

Mr. EDWARDS. There are just three more.

Senator Moss. Thank you, Mr. Carithers.

Mr. EDWARDS. The next amendment occurs at page 4, line 25, and on page 5 at line 1.

We suggest that we delete the words "building dikes on the bed of Great Salt Lake for raising or lowering" and we would substitute this language: "exercising any right the State may have to build dikes on the bed of the Great Salt Lake to raise or lower."

And the reason is to simply remove any implication in the bill that the State has title to the bed of Great Salt Lake, in the absence of any adjudication.

Senator Moss. You are trying to change it from granting a right to simply disclaiming power to interfere with a right that the State may or may not have. Is that right?

Mr. EDWARDS. That is right. Yes, sir.

Then, on page 5, lines 3 and 4, we would delete "from attaching dikes to Antelope Island," and on line 22, we could delete "attach dikes to

Antelope Island," and substitute on lines 3 and 4 "to build dikes within the national monument", and on line 22 substitute "build dikes within such monument."

That is, these dikes may be erected with the approval of the Secretary of the Interior.

Senator MOSS. This is really more a change of style than anything else, is it not? Because the previous language was "after consultation with and approval of the Secretary."

Mr. EDWARDS. I think this is just a matter of style.

Senator MOSS. It says now you can build dikes within the monument. Before that, you could attach dikes to the island.

Mr. EDWARDS. Then, on line 24, page 5, we would insert, after the word "right" the words "it may have," so it would read: "restricting or preventing the State from exercising any right it may have to construct roads or dikes."

Senator MOSS. I see some spillover from the relicted lands bill.

Mr. EDWARDS. I have no comment.

Senator MOSS. Now, that completes the amendments that the Department would propose to the bill?

Mr. EDWARDS. That is correct, sir.

Senator MOSS. And with all of these noted, you can write it into a committee print so that the committee can decide what it will do.

Your estimate of costs of acquisition and costs of development are part of the record, so they are in the record. I have looked at them and I don't have any questions about them. I don't know about Senator Simpson.

Do you have any questions about the cost estimates that have been made on this, Senator?

Senator SIMPSON. No, I had not seen the report, Senator.

What about the cost of acquisition?

Mr. EDWARDS. The acquisition cost is estimated to be \$1.7 million.

Senator SIMPSON. I mean: What is it for?

Mr. EDWARDS. Just one second, Senator.

Senator MOSS. If I may interject, the island is privately owned at this time, with the exception of about 40 acres, I think.

Senator SIMPSON. What I am trying to get is the number of people and number of places.

Mr. EDWARDS. It is almost entirely in single ownership.

Senator MOSS. The Island Ranching Co. owns most of it.

Mr. EDWARDS. I have one correction to make, and that is in our departmental report.

On page 5, the seventh line from the bottom, we state there that we estimate that the development costs would be about \$8,840,000. Now that is \$400,000 too much, so it should be \$8,440,000.

And the reason for that is that if our suggested amendment relating to access roads is accepted by the committee, you will not be spending the \$400,000 to build 8 miles of access roads at the south end of the island, at \$50,000 a mile.

Senator MOSS. I would like to ask you two or three questions to clarify the record.

I take it from your testimony and from that of Mr. Carithers, that you would expect the monument to be used for both scenic and scien-

tific viewing, and hiking, and also for more conventional recreation pursuits, such as swimming and boating and picnicking.

Mr. EDWARDS. Absolutely.

I would not attempt to elaborate on the scientific values that are so obvious here, but I think that has been stated fully in the record.

Senator MOSS. So we don't have to make a choice of "either/or." We can have both of these pursuits on this island, which is 15 miles long, and about 4 miles wide.

Mr. EDWARDS. Four miles wide.

Mr. CARITHERS. One of the interesting and intriguing things about this proposal, Senator, is that we are suggesting a swimming beach within a national monument, for organized swimming.

Swimming has always been the way to experience the Great Salt Lake. We definitely feel this would be part of our program, as related to the visitor's experience of the lake itself.

Senator MOSS. So swimming and boating would be a very important part of displaying the Great Salt Lake, which is a unique body of water, because of its great density and salt content.

The bill provides that nothing in this bill shall restrict or prevent the State or any political subdivision or any person his right with respect to water flowing into the lake, water comprising a part of the lake, or minerals or chemicals within the Great Salt Lake, or impairing, diminishing, or affecting in any way any valid right of any such State, subdivision, or person, existing on the date of enactment of this act, with respect to any waters, minerals, including oil or gas, or chemicals, but nothing in this section shall be construed as authorizing such State or political subdivision thereof or person to exercise such rights referred to in this section within the boundaries of any monument established pursuant to this act.

Is your construction of that that the establishment of a monument here would in no way affect what is done elsewhere on the lake within whatever legal rights persons or the State may have? The only thing you set up here is that you cannot carry on these commercial functions within the boundaries of the monument.

Mr. EDWARDS. That is correct, and that is traditional.

Senator MOSS. And the question that is left, as to whether you might set up some pumps within the boundaries of the monument to pump water out, would be answered that that would be prohibited, I take it.

Mr. EDWARDS. I would think so.

Senator MOSS. But if they set up a pump outside the boundaries, you would have nothing to say about it.

There is another question, since the relicted land has been a subject of discussion on the lake.

As far as you know, are there any relicted lands on the eastern shore of the lake, where this island is located, to which the Federal Government has laid claim under its general claim to relicted lands?

Mr. EDWARDS. To my knowledge, the answer is "No." I would like to be supported by Mr. Lambe's judgment on this.

Mr. LAMBE. That is right, Senator. The Federal Government has examined its position with respect to these particular lands on the east side of the island, and makes no claim to them at this point.

Senator Moss. So you think that would not be involved in this drawing of a boundary line on the east side of the lake?

Mr. LAMBE. The Federal Government feels to have this control it should have the boundary extended out so that it can purchase this property, and it does not feel that it already owns this property.

Senator SIMPSON. May I ask one question, if the Senator will yield?

Senator Moss. Certainly.

Senator SIMPSON. Why do you extend the boundary and extend the outer perimeter and then cut right through a little dumpy piece of land on the west side of the island?

Mr. CARITHERS. I will explain that.

This base map is a 1952 Geological Survey map. This line can measure a thousand yards in, from this red line. That is the 1876 survey.

This little point here, which looks like a duck standing on its head, is under water now, and the gradient there is very slight, so that a fluctuation of 2 or 3 inches will put this under water. But this does not exist as a point of land.

Senator Moss. If I may interject, this is one phenomenon of this lake. Being a residual lake, it is extremely shallow, and the change of just a very few inches from the surface area of the water will expose vast areas of land, or cover them back in again, which was the basic problem we ran into on the relicted lands.

Senator SIMPSON. Do you feel that you are safe from some private ownership on that little point of land that might harass us in the future?

Mr. CARITHERS. That is difficult to say, but we did want a fixed line. That is why I referred to the 1876 line. If we just said "the shoreline of the island," this could double in size.

Senator Moss. Yes; wide mud flats, there.

Mr. CARITHERS. We just have to arrive at a fixed line.

You notice that it is closer here than it is here [indicating]. That is because the 1876 survey line is 1,000 yards within this [indicating].

Senator Moss. We have talked about roads.

You were present at the hearing in Salt Lake City, were you not, Mr. Carithers, at which point the Great Salt Lake Authority testified about their overall plans for the whole lake, and at that point testified that they were in favor of this bill that was before us at that time.

So the question I would ask to clarify the record is: Is it your information that the Great Salt Lake Authority is in agreement with this bill as part of its overall plan for the Great Salt Lake?

Mr. CARITHERS. It is our understanding that that was the position taken at the hearing on Salt Lake City. This is all we have to go on.

Senator SIMPSON. Mr. Chairman, may I make this request: It seems to me it would expedite things materially if we asked Mr. Edwards to answer the objections raised by the senior Senator from Utah, Mr. Bennett. He could answer those questions with a letter, and send a copy of it to the committee.

Senator Moss. Would you do that, Mr. Edwards?

Mr. EDWARDS. Yes, sir.

Senator Moss. We will be very pleased if you will do that. You have a copy of the Senators' statement.

(The letter referred to follows:)

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., October 11, 1966.

Hon. ALAN BIBLE,
Chairman, Subcommittee on Parks and Recreation, Committee on Interior and Insular Affairs, U.S. Senate, Washington, D.C.

DEAR SENATOR BIBLE: At the conclusion of the October 4 hearing on S. 25, the legislation to authorize the Great Salt Lake National Monument, the Department was requested to respond in writing to certain questions raised in the testimony of Senator Bennett. The questions, as we understand them, and our response are set forth below:

1. Is the objective to create a lookout from Antelope Island so that the Great Basin story can be told and interpreted, or is the objective the creation of a beach and recreation area on the northwest side of Antelope Island?

Answer. The objective will encompass both recreation facilities and in interpretive program. Both are provided for in our development plans.

2. What will the effect of the monument be on mineral development?

Answer. Outside the boundaries of the monument, mineral development would not be affected. Within the boundaries, no mineral development would be permitted. The fact that mineral activity is within sight of the monument, although outside the boundaries, would have no effect on such activity.

3. What will happen to the 15,000+ acres of relicited lands within the boundary?

Answer. We propose to acquire these lands. Where they are owned by the State we would hope to acquire them by donation or exchange under the amendment which is offered in the Department's report of September 1. Where they are owned by the adjacent upland owner, we would hope to acquire them by donation, purchase, or exchange.

4. What will be the effect of dikes on the objectives of the national monument?

Answer. We have taken into consideration the possibility that dikes will be constructed in formulating development and public use plans for the monument. If the Secretary of the Interior can control developments within the monument boundaries, as is the case in our proposed amendments, we anticipate that the dikes will have no adverse effect on the monument.

5. What will the monument cost?

Answer. We have made an appraisal of the land recently which indicates that it can be acquired for no more than \$1,700,000. The estimated cost of development is \$8,440,000.

6. Should this proposal for a national monument be approved, thus foreclosing any opportunity for the Great Salt Lake Authority to develop the area?

Answer. We believe that by permitting the State, through an appropriate state agency, to operate concession-type facilities, as is proposed under our suggested amendments, both the State and the Federal Government can participate in developing and interpreting this area for public benefit.

7. Will establishment of the monument destroy the opportunity to create a parkway from Antelope Island to Fremont Island to Promontory Point to the Bear River Bird Refuge?

Answer. If the proposal for a parkway contemplated the use of lands within the monument boundaries, the Secretary of the Interior would decide whether and to what extent such lands could be used for this purpose. We are not sufficiently informed on the route of the proposed parkway to make a judgment as to its effect on the monument.

8. Has there been any thought given to Promontory Point as the focus for a national monument or as addition to the Golden Spike National Historic Site.

Answer. Yes. The National Park Service studied Promontory Point and found that it is not suitable for a national monument because it is being developed residentially and commercially, and it is bisected by a railroad. The Golden Spike National Historic Site, located about 33 road miles from Promontory Point, and the Great Salt Lake are significant each for a different reason.

9. Has the National Park Service developed any plan for the beach or a recreation area?

Answer. Yes. We have included in the preliminary development plan a total of \$400,000 to develop swimming beaches and bath houses, \$400,000 for campgrounds, and \$100,000 for picnic areas.

In addition to the foregoing answers, the record should be made clear as to our reason for recommending amendment No. 2 in the Department's report of September 1. This amendment changes the date of the survey referred to from 1856 to 1876. We have no record of a survey having been made in 1856. The 40th Parallel Survey of the Utah Basin was completed in 1876, by a United States geologist, and we believe this was the survey intended to be referenced in the bill.

Sincerely yours,

MAX N. EDWARDS,

Assistant to the Secretary and Legislative Counsel.

Senator Moss. I really believe that rounds out the things we needed to get into the record, unless Senator Simpson has something additional.

I think what we have here in the previous hearing, which was quite lengthy—

(Discussion off the record.)

Senator Moss. If there is nothing further, then, this hearing will now be closed.

Mr. Edwards is going to submit a letter for the record.

We would like you to get that in as soon as it is reasonably feasible, because we would like to get the record printed up before this Congress adjourns. We are all hopeful, around here, that that might not be too long.

The hearing is closed.

(Whereupon, at 11:40 a.m., the subcommittee adjourned.)



