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Winter Operation of Roads in Yellowstone National Park

90th CONGRESS, SECOND SESSION

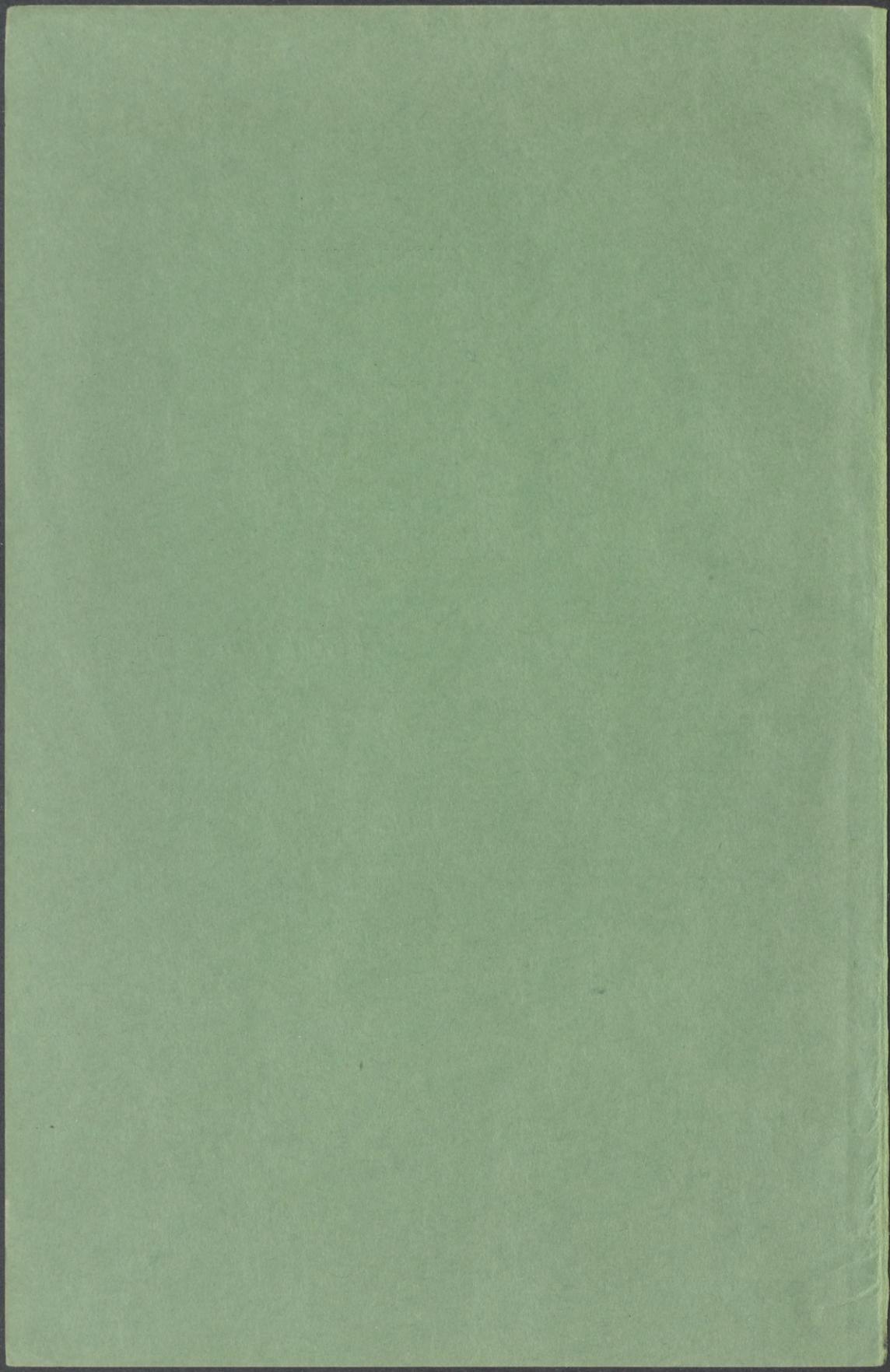
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Winter Operation of Roads in Yellowstone National Park



DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

HEARINGS
BEFORE A
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE
NINETIETH CONGRESS
SECOND SESSION
ON
WINTER OPERATION OF ROADS IN YELLOWSTONE NATIONAL PARK

Printed for the use of the Committee on Appropriations



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DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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(II)

LETTER OF TRANSMITTAL

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

HON. CARL HAYDEN,
*Chairman, Senate Appropriations Committee,
Senate Office Building, Washington, D.C.*

DEAR SENATOR HAYDEN: The hearing held at the committee's request at Jackson, Wyo., on August 12, 1967, to hear testimony concerning the winter operation and maintenance of certain roads in Yellowstone National Park was, I believe, most constructive and productive.

The testimony which was elicited from the Director of the National Park Service, Mr. George R. Hartzog, from his supporting staff, from individuals, and from many organizations which sent representatives to the hearing, as well as the many prepared statements submitted for the record, furnished the committee, in my opinion, with many valuable insights into this question. The advantages, as well as some of the problems, which would result from winter operations in Yellowstone National Park were explored in some detail and I am certain that all concerned now have a more complete understanding of the entire situation.

I think that this record, by virtue of the fact that it is available for all to read and study, will constitute a worthwhile addition to this phase of our national park management. It will also be a most constructive addition to the knowledge of our committee and the National Park Service with regard to the opinions of the interested public, for these are the opinions which enable wise decisions to be made in a democratic form of government.

Sincerely yours,

GALE MCGEE,
U.S. Senator.

LETTER IN TRANSMITTAL

U.S. DEPARTMENT OF JUSTICE
WASHINGTON, D.C.

Mr. J. Edgar Hoover
Director, Federal Bureau of Investigation
Washington, D.C.

I have the honor to acknowledge the receipt of your letter of the 10th instant regarding the matter of the [redacted] and to advise you that the same has been forwarded to the [redacted] for their consideration.

The [redacted] has advised that they are unable to furnish you with the information requested in your letter of the 10th instant. It is noted that the [redacted] has advised that they are unable to furnish you with the information requested in your letter of the 10th instant. It is noted that the [redacted] has advised that they are unable to furnish you with the information requested in your letter of the 10th instant.

I am sure that you will understand the reasons for the [redacted] and that it is a reliable source of information. I am sure that you will understand the reasons for the [redacted] and that it is a reliable source of information. I am sure that you will understand the reasons for the [redacted] and that it is a reliable source of information.

Very truly yours,
[Signature]

Special Agent in Charge
U.S. Department of Justice

WINTER OPERATIONS OF ROADS IN YELLOWSTONE NATIONAL PARK

SATURDAY, AUGUST 12, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Jackson, Wyo.

The subcommittee met at 9:30 a.m. in the Cache Room, Jackson State Bank Building, Jackson, Wyo., Hon. Gale W. McGee presiding. Present: Senator McGee.

DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

"SEE THE U.S.A. EVERY DAY"

Senator McGEE. Good morning, ladies and gentlemen. This hearing will come to order.

As we meet here today, in the very shadow of two of the most popular national parks in our country, it is easy to understand why we continually urge our citizens to "See the U.S.A." The drive down from Jackson Lake this morning, at what was near dawn for me—I have been lazy the last couple of days—is another one of those very thrilling things that we sometimes take too much for granted.

I would suggest that in our deliberations this morning, that instead of "See the U.S.A." as our driving slogan, that we amend it with the addition of "See the U.S.A. every day." In other words, we are talking here about reasonable, rational, and understandable efforts to try to level off the peaks of tourism. What we want to find out here is what the possibilities are, in this very special area of our country, for us. It is important, I think, that we keep before us, at all times today, how rapidly tourism is exploding.

I don't think it is enough, any more, that we reject concepts, or turn down concepts, because we didn't need them before, because they wouldn't work under other circumstances or because there were discouraging hazards that seem to indicate that there should be no further action in that direction.

I think we have to command a kind of an imaginative approach to this that will outrun this rising swell of tourists that is coming across the land. It is going to be a sorry alibi some day if we have to say, in hindsight, "Well, we saw it coming but we didn't think it would work, or we didn't think we could beat it, or we didn't think something else could take place."

We have had lots of questions raised about this hearing, about the subject of the hearing, and I think a key problem confronting us all is

that it is hard to find two people that are talking about the same thing at the same time.

I talked to one man on the way in here, from Cooke City, as a matter of fact, who was talking about the question we are examining here as though every facility in Yellowstone Park was going to be opened year-round this coming year.

Another person that I talked to the day before yesterday only wanted a one-way trail through the snowdrifts so they could get the skiers into the development outside Jackson here.

Those two men had entirely different dimensions in front of them, and what one was talking about the other one couldn't understand. That is the reason, it seemed to me, that it was doubly important that we try to come to grips with what it is we have in mind; what it is the capabilities realistically can be. It is nice to advocate rapid growth or rapid development; it is something else, again, to flush it out, to implement it. It is a simple thing to have a slogan, "Let's get more roads." We all know this. It is something else, again, to describe how and in what terms.

I remember several falls ago now, when I was coming from Jackson to Cody, through the park and they had one of their little bits of precipitation earlier than normal—this was about the first week in October—and it was kind of rough going, at that particular time, because nobody was ready for it; it was a surprise. And it occurred to me that if we do not take all of the right cautionary steps, if we were to lose a family or two in there through our own lack of foresight or carelessness, or overeagerness, that it could set us all back a long time.

That is the reason that we've got to take this now out of the slogan class, off the cliché level, and bring it down to the hard cases that we are going to have to live with; that we must cope with; that we are going to have to overcome, if we can. For this reason, we hope that the expertise that is collected here in this room, this morning, can help us to arrive at, we hope, an accurate measure of what our real capabilities are and what our expectations have a right to be as we look ahead.

Lots of questions come up on this: What it would cost us to maintain the necessary equipment in the park; whether the roadbed could stand this kind of exposure; what you would have to keep open in the park on a very minimal basis; how many rescue squads you would have to have on a standby basis, or wreckers; how many plows it would take. We need to know the answers to these things before we can proceed intelligently in the directions that we all, I think, are agreed we would like to go, and the sooner we get there the better. But, we've got to make sure we can live with the consequences of what we believe is possible.

PROCEDURE FOR HEARING

With this statement in mind, I want to turn to the procedures here today. First of all, to pass along a message from the reporter for the hearing, and that is, if you have a prepared statement, please furnish a copy of it, if you can, to the reporter, as you come to the witness stand. It facilitates the keeping of an accurate record of what you think you said and what you actually said. So, if you will supply that as you come up here, it will help matters a great deal.

I just talked to Governor Hathaway here a moment ago, and we have agreed that, perhaps, a desirable and orderly way to get launched here would be to put the target man up here in front first, so we can shoot at him instead of having to fire kind of shotgun-type around the room a little while until we can get George up here.

So, we are going to ask the Director of the Park Service to be our first witness. And after he has had his say, and we have put the questions, we will consider him fair game. George Hartzog has, likewise, agreed to be our punching object here this morning.

So, with that in mind, George, why don't you drop into the driver's seat over there and we shall proceed.

Let me say to all of you here that those who are intending to testify be sure that Dudley Miles, my administrative chief, has been notified of your intention. Secondly, we want to give everyone a chance at his day in court here. It would help matters, as we move along, however, rather than repeat some things that may have already been said, simply to have your statement put in the record in toto as though you delivered it in full. It will read that way, and it is the record that is important here today so that we can take it back to Washington for our staff digestion processes. And then you can select, for your own emphasis in your brief testimony, whatever you think may have been overlooked or whatever has been said that you want to refute, or that you, at least, would like to raise some doubts about or some other questions about.

With that in mind, we will proceed, George. Why don't you bring up there with you any of your staff people that you would like.

**STATEMENT OF GEORGE R. HARTZOG, JR., DIRECTOR,
NATIONAL PARK SERVICE**

Mr. HARTZOG. Thank you very much, Mr. Chairman. With your permission, I would like to bring up our regional director, Fred Fagergren; Superintendent of Grand Teton, Jack Anderson; Superintendent at Yellowstone, Mr. John McLaughlin. And, Frank, I wonder if you would sit over there and help me work the charts here.

Senator MCGEE. Mr. Director, the only thing that I would ask, before you get underway is—we will have to bounce off you to Fred—that is: Why any man in his right mind would leave the Tetons to move to Omaha? I will never understand that.

Mr. FAGERGREN. Ask him.

Mr. HARTZOG. I assure you, Mr. Chairman, it wasn't easy.

Likewise, may I express my appreciation to you for this opportunity to get out to the beautiful Grand Teton and Yellowstone National Parks. This is a great privilege, always, to appear before your committee. It is a special pleasure to appear before it today in such a beautiful environment.

PRESENT POLICIES OF PARK SERVICE

We welcome this opportunity to discuss with you the management of Yellowstone and Grand Teton National Parks. The special interest of this hearing today is the question of keeping additional sections of the park road system in Yellowstone National Park open on a year-round basis.

And for purposes of orientation, the road system that we talk about in Yellowstone National Park are from entrances, this entrance being from Cooke City and then the Grand Loop. We would likewise maintain this road to the State line here as an approach road to Yellowstone National Park. (Indicating.)

Senator McGEE. That is 212, isn't it?

Mr. HARTZOG. 212, yes, sir. Accordingly, I shall confine my prepared statement to the operation of Yellowstone National Park.

The question of opening all of the roads in Yellowstone National Park in the wintertime has been a subject of almost continuous discussion since the end of World War II. In the winter of 1948-49, the National Park Service requested the Bureau of Public Roads to study this matter in depth. In March of 1949, the Bureau submitted a report, a copy of which is available for the committee files. Briefly, the report concluded that for climatic, safety, and economic reasons the National Park Service would not be justified in keeping the roads open in the wintertime.

The fact that we are having hearings on this matter today would seem to suggest that nothing has been done in the meantime to provide for winter use of this great national park by the people of our Nation. In reviewing the record, however, I find that several important actions have been taken to provide for appropriate park use.

For example, in 1949, 5 miles of the park road were kept open between Mammoth Hot Springs and Gardiner. In the winter of 1966-67, a total of 65 miles of road was kept open in the wintertime: 56 miles between Cooke City and Gardiner, and, in addition, 9 miles of road in the vicinity of Mammoth Hot Springs.

The National Park Service has agreed to plow snow for an additional 14 miles between Cooke City and Crandall Junction at such time as the Clarks Ford road, now under construction, is completed. In 1949, concession accommodations for visitors at Yellowstone were available from June 15 to September 15. Today, they are available from May 1 to November 1. And the facilities at Mammoth Hot Springs are kept open year-round. In 1949, there was no visitation to Old Faithful after the winter snows closed the road to vehicular traffic. Last year, 4,897 persons visited Old Faithful in snowmobiles and other over-the-snow equipment. The Yellowstone Park Co., our concessioner at Mammoth Hot Springs, took 349 guided trips to Old Faithful in over-the-snow equipment. To this point [indicating]. Thirteen hundred and fifteen trips were made from West Yellowstone to Old Faithful in rented or private over-the-snow vehicles.

On August 12, 1966, I met with a group of citizens from Idaho, Montana and Wyoming, and members of the congressional delegations from these States, to discuss again the question of keeping all of the roads in Yellowstone National Park open in the wintertime.

At that meeting, I pointed out that, in my judgment, winter snow-plowing was only one aspect of the difficult approach and access road problems affecting Yellowstone National Park.

As any visitor to Yellowstone in July and August can tell you, congestion on the park road system has become almost intolerable. In fact, it may be one reason why the visitation to this oldest of our national parks is not keeping pace with visitation, generally, to other areas of our national park system.

I would call the committee's attention to the fact that the rate of increase in Yellowstone is about 4.6, as compared with an overall rate of increase in the national park system, generally—and this excludes newly authorized areas since 1961—of 8.4 percent.

At the Washington meeting, I proposed to undertake, jointly with the States and with our sister Federal agencies, the U.S. Forest Service and the Bureau of Public Roads, a study of the total traffic problems year-round at this region.

The group present at the meeting concurred in the proposal. Also, the Governors of Idaho, Montana and Wyoming concurred in this proposal, as did the Chief of the U.S. Forest Service and the Administrator of the Bureau of Public Roads.

The Tri-State Road Study Committee was established in August 1966, and held its first meeting at Old Faithful on September 10, 1966. To assist the committee in its study, the National Park Service employed Mr. John Clarkeson, a nationally recognized traffic consultant.

Parks do not exist in a vacuum. Nowhere, in my judgment, is this more clearly demonstrated than in the case of Yellowstone National Park. This great national park makes important contributions to the local economies of the States in which it is located. For example, the concessioners in Yellowstone paid to Wyoming, in 1966, \$576,569.82 in gasoline and sales tax receipts from sales and services to park visitors. Moreover, park visitor expenditures outside of the park, in this general vicinity, add substantially to the economic well-being of the three-State area.

COOPERATIVE PARK MANAGEMENT

If we are to continue to preserve this oldest of our national parks—and the world's first national park—as an irreplaceable treasure of our national inheritance for the people of this and future generations, we must approach park management today in a creative, imaginative and cooperative way. We need—we solicit—the cooperation and assistance of local, State and Federal authorities, and private enterprise that surround this national park.

Proper planning for the total environment in which this park exists is imperative. It is of particular significance that we should consider, together, plans for, and the availability of, other park and recreation facilities within the region at the Federal, State and local levels, as well as those of the private sector, for the accommodation of visitors, access to the park, the roads within it, wildlife habitat, and many other matters in which joint labor is required if we are to achieve our mutual objectives.

Appropriate access to Yellowstone National Park and a sensible road system within the park are issues of major concern to all of us. It was for this reason that, on April 4, 1967, I appointed a master plan team, consisting of five talented National Park Service managers and planners, plus four distinguished conservation leaders of our Nation, to develop a master plan for Yellowstone. The same team will also develop a master plan for Grand Teton National Park.

In the course of their study, I have asked them to give special attention to the work of the Tri-State Road Study Committee and to the views of other interested citizens.

And, Mr. Chairman, in this connection, I have asked that they meet publicly with the citizens of this region to hear their views about the management of these two great parks.

I have asked them, among other things, to analyze the travel to Yellowstone and the trends in this visitation.

For instance, in May of 1967, total visitor use at Yellowstone amounted to 71,046, of which 66 percent came from the three surrounding States of Idaho, Montana, and Wyoming. In July of 1967, total visitor use amounted to 735,844, of which 15 percent came from the surrounding States of Idaho, Montana and Wyoming.

Interestingly, visitation from the tristate area remains relatively the same through spring, summer, and fall months. The great increase in visitation, and, consequently, in revenues to the States from tourism, is derived from out-of-the-region summer travel. As I mentioned earlier, summer traffic on the roads to and within Yellowstone National Park have become highly congested.

Accordingly, I suggest, for your consideration, that one of the first subjects to which we should address ourselves is improved road circulation in the vicinity of the park for the accommodation of the summer traffic.

If you lose the top off of the summer traffic, economically it is going to be, in my judgment, much more disastrously affecting the economy of this region than what the anticipated benefits may be from winter travel that you might get.

Such improved circulation can, also, I believe, offer significant benefits to this region by encouraging year-round traffic. The Tri-State Road Study Committee and the master plan team are giving serious consideration to this matter. In studying this issue, it seems extremely important, to me, that we should bear in mind the purpose of park roads.

The purpose of park roads is to facilitate park management and to enhance the quality of visitor use. Park roads should provide for a leisurely park experience with ample roadside interpretation and opportunities for experiencing the recreative values of park resources.

It is not the purpose of park roads to move a maximum flow of high-speed automobile traffic or to serve the other functions of the secondary and primary road systems of these several States. Alternate routes around the park should be provided to serve this purpose and to accommodate the regional and transcontinental traffic needs of our States and of the Nation.

PROBLEMS OF WINTER OPERATION

If, in opening the park roads in Yellowstone National Park in the wintertime, we can thereby improve the quality of park experience for our citizens and enhance appropriate park use, then I believe it should be done, consistent with our overall park program priorities. If this purpose will not be served, then I would not recommend that the roads be opened in winter. It should not be our objective to open the roads in Yellowstone National Park in wintertime simply to expedite the movement of local traffic.

In arriving at our conclusions, we must consider the total cost of keeping roads open in the wintertime and their relationship to overall park program priorities.

It is not sufficient to consider only the cost of plowing snow. There is to be considered the cost of providing services, both by the Government and by the concessioners, to enhance the enjoyment of the visitor, as well as to provide for his protection.

All of these costs, moreover, must be valued in the light of the priorities of all needed park programs. For example, is it better to spend this additional money for keeping roads open in winter or to improve the standard of maintenance in summer? Will opening the roads in winter destroy other desirable commercial programs, such as snowmobile rental and use? Also, what will be the potential of wintertime park visitor use from the region and from the Nation?

All of these answers are not known. A study in this depth of wintertime road opening has not been made. We have had preliminary discussions with members of the faculty of the Massachusetts Institute of Technology concerning such a study. I believe this type of study would be valuable for the work of the tristate road study committee, our master plan team and this committee.

In the meantime, I propose that we encourage, more actively, appropriate use of over-the-snow equipment as a means for visiting the areas within Yellowstone normally accessible to vehicular traffic during the summer season.

Mr. Chairman, it will be my great pleasure to try to answer any questions which you might have. And my colleagues here have detailed information concerning the management of the park, which we would be happy to provide.

Senator MCGEE. I think, Mr. Director, the first obvious question is, when you speak of study by MIT, is there a target date that you could describe for us on this?

Mr. HARTZOG. Well, I had hoped to have a date by today. In fact, I was told a prospectus had been mailed to me from Boston and had been expected at this hearing. So, I am hopeful that before this hearing is over I may even receive this mail. At the moment, I do not have that date, no, sir.

Senator MCGEE. The same, I guess, could be said then in terms of the target date on the tristate road study and your master plan team study?

Mr. HARTZOG. No. All of that is to be wound up within the year.

Senator MCGEE. Contingent, yes—within this year or within 1968?

Mr. HARTZOG. Within 1968. Within the next year. So the study by MIT would have to be finished within that timespan in order to be useful. Our discussions indicate that this can be done, but I am just not in a position to say how many months it would take.

Senator MCGEE. We appreciate the point in your statement about the priority for the moneys that you have and how they are allocated. And you raise the question in your statement about whether we should spend money opening the roads in winter or should we take money to improve the roads in the summer.

It would be my offhand impression that the answer to the alternative is, "Yes, that we ought to." What we've got to do is to measure what this cost is in winter and not take it out of the allocated budget priorities for improving the roads in summer. I hate to see it framed in that context. I hope that you are going full tilt on a road improvement program for the summer and that it not be held as a kind of a

blackjack over us in talking about a winter road in addition. I think we ought to talk about those separately rather than as alternatives.

Mr. HARTZOG. Well, I agree with you, Mr. Chairman. I would observe for your consideration, however, that generally, in our budget process, you have the lag, and except for the help that you gave us in connection with providing the additional money for the elk program at Yellowstone, that, too, would have been another year away, you see. All of these things that I am talking about get in the budget cycle and are blocked up for a year. So, you are always running behind in this. Therefore, if you are going to do something this year, about the only way you can do it is take it out of something else. This is the context in which I meant the statement.

But, I agree, if it be the policy to open the roads in wintertime, then it should be placed in the budget cycle on top of it.

EFFECT OF WINTER OPERATION ON ROADWAY

Senator McGEE. That is why I would hope that we would not detract from your summer program, at all, because I agree that that is indispensable; that you've got to keep that going full tilt.

Let me ask you, Mr. Hartzog, do you have any evidence, or does the service have any evidence, on what the opening of the roads would do, physically, to the roads in the park? This has been raised as a restraining point from time to time; maybe that they couldn't stand it.

Mr. HARTZOG. Well, I have had this looked at very carefully by Mr. Clarkeson, and it is his advice to me, and I agree with it, that this is not a valid point.

Senator McGEE. That is, the roads could stand opening?

Mr. HARTZOG. Right. Right.

Senator McGEE. If it met all the other conditions?

Mr. HARTZOG. Right. Yes. In other words, you are talking six of one and half a dozen of the other, really.

WINTER ATTRACTIONS OF YELLOWSTONE

Senator McGEE. Do your park people try to make an estimate on the possible attractiveness of the park in winter, vis-a-vis, let's say, animals? My little girls just went through there last week for only one reason: they couldn't care less how you are running the park, they wanted to see the bears.

Mr. HARTZOG. Right. Right.

Senator McGEE. As I understand it, the bears aren't performing in the wintertime. Maybe the tourists would change their habits, if they were. But, wouldn't this be a factor?

Mr. HARTZOG. Well, it very definitely is. This is now what is attracting the wintertime use, or much of the wintertime use in Yellowstone; it's a tremendous wildlife display. We have had a look at what impact, for example, an open road might have on our visitor experience. Not in the depth that I think it should be—and this is why I want this group from MIT to look at it—but I do have a chart here which I think will give you a little insight into what your problem is in terms of the automobile visitor to Yellowstone.

In the wintertime, on the open road system there, the figures on the right-hand side indicate the snow depths. This is flat now. [Indicating.]

This is not the banks of snow that would be plowed out, but this is snow on the flat. And here is how an automobile would look inside of it. [Indicating.]

So that for the automobile visitor, there is no wildlife display driving through the park unless one of them happens to get in this trench. And then it would be quite a show, we think, particularly if it's a buffalo, you know. [Laughter.]

Senator MCGEE. In other words, if I understand you, the point that you are making is that a road, itself, being opened would be only access?

Mr. HARTZOG. That's right.

Senator MCGEE. It would not be for purposes of viewing the activities around the park?

Mr. HARTZOG. That's right. The over-the-snow equipment is much better for this purpose because you are up on top and you go through and——

Senator MCGEE. Doesn't that then answer your question that you raise in part in your testimony as to what the impact of the opening of a road would be on the over-the-snow equipment; that is the——what do you call it; over-the-snow——

Mr. HARTZOG. Over-the-snow equipment, yes.

Senator MCGEE. Equipment that is serving there now, it certainly couldn't detract from that, could it? I would think it would only increase it.

Mr. HARTZOG. I think this is a debatable question, because now the over-the-snow equipment uses the areas where the roads now are. So, if you open the snow and make the road accessible to vehicular traffic, then the over-the-snow equipment has to find some other route, if it is to operate.

So that I think, really—and I don't want to be committed to this until this study is finished—but I think you may have a competitive situation between a vehicle and the over-the-snow equipment.

Senator MCGEE. Well, I was just thinking of the tunnels and the effect that if they were going through here they are not going to see anything by car.

Mr. HARTZOG. That's right.

Senator MCGEE. Therefore, more people I think, would have a desire to see what was up over the edge and thus would really be fair game for the over-the-snow equipment, as far as private concessionaires are concerned, or whoever was offering the facility.

What I am trying to pin down here is what the impact would be on, what to me, was a surprising development already there in over-the-snow equipment use at the present time from visitors.

Mr. HARTZOG. Senator, if I may, I'd like to have Mr. McLaughlin supplement this, because he has had some experience there at Yellowstone with it.

Mr. McLAUGHLIN. Sir, in connection with the wildlife show, which is quite spectacular, we don't want to give the impression that there aren't open areas in the thermal areas in the geyser basins where, of course, snow is not this deep. And some wildlife is in there: the buffalo and the elk and a few moose, some deer, and some coyotes.

So, you do get an opportunity—you would have an opportunity in an automobile, in some of these more open areas where the snow melts off, to see the show.

But, the difficulty is between these areas are these depths of snow, as indicated here, and when you get a bison in this kind of a situation it is tough to deal with.

This spring, for instance, we had a bison completely wreck a Volkswagen when he was caught in the situation like this. He turned on the visitor, his car, and just completely wrecked it. So, this would be a complicated situation for the visitor and for us to handle and still maintain the wildlife show.

But, there are areas in the thermal basins where the snow is not this deep. There is no snow at all.

Senator McGEE. Would it be out of the question that if a road were opened, that with limited manpower assignments, that such incidents, as the one you described, could be minimized, I assume?

Mr. McLAUGHLIN. Oh, by ranger patrols along the road, keeping the bison and so forth out of these deep cuts, this could be minimized, yes, sir.

Senator McGEE. Is that a prohibitive thought? Is it feasible to think in those terms, that they could police that, patrol it, if there were a road open?

Mr. McLAUGHLIN. If there were a road open, this could be done.

Mr. HARTZOG. This is part of what I meant by those additional costs.

Mr. McLAUGHLIN. It takes manpower.

POTENTIAL WINTER VISITATION

Senator McGEE. It takes manpower to do it, yes. I assume that there is no basis for an estimate of what kind of limited visitation peaks you might anticipate in a winter season?

Mr. HARTZOG. Well, the only thing that we have to guide us, at the moment, Mr. Chairman, is what happens on the Cooke City road, which averages about 40 automobiles a day in the period from November through April.

We have tried to make some guesstimates ourselves. I don't think they are terribly reliable. But, I think this would have to be deferred until we do get some actual survey data.

Senator McGEE. Are the present facilities in Yellowstone, in the wintertime—the over-the-road equipment, the Cooke City road—are these promoted in your national publicity, and that sort of thing; are these now developed?

Mr. HARTZOG. Yes.

Mr. McLAUGHLIN. The Yellowstone Park Co. has put out some very attractive information on this, sir. This includes over-the-snow trips into West Yellowstone and the northern part of the park, which is, of course, the Cooke City country, which is open.

ALTERNATIVES TO OPENING PARK ROADS

Senator McGEE. The last thing I would like to ask you from your testimony has to do with your point, that we all try to understand, namely, that the park, itself, shouldn't constitute a main line in an artery that is interstate or transcontinental in its concepts; that alternatives ought to exist. And yet, of course, we have some rather key highway systems going through the park that do utilize it.

Has your office given any thought to what rational alternatives there might be in that order?

Mr. HARTZOG. We have, Mr. Chairman. With your permission, I would like to pull down another overlay here and talk about them, briefly.

This is Yellowstone, of course. The great attraction is the Grand Loop. And this is where your visitor impact is in the summertime. And this is what, at times, becomes a very difficult management problem, particularly with the animal displays there.

Our thought is that a route coming out of Cody across this Clarks Fork road and into the park via Cooke City and out by Gardiner be designated as the U.S. highway, because most people travel routed by 3 A's on this or the interstate designations now. We would then plow this road, as we have already agreed, to this point and the State from here. (Indicating.)

Senator McGEE. That is Crandall Junction?

Mr. HARTZOG. Yes, sir. Right here. (Indicating.) The second proposal would be to connect up the north-south route between Grand Teton and Yellowstone via Grassy Lake over into Idaho. The road on the Idaho side is already an improved road. The roadbed for this road pretty much exists in Wyoming because the Bureau of Reclamation used it during the time that they were working in this area.

This road could be kept open at a very minimum cost because it is at low elevations. As a matter of fact, as I recall, John, you told me it is the lowest pass in this vicinity?

Mr. McLAUGHLIN. Well, between the two parks there, from the north to the south part of the Teton Pass there.

Mr. HARTZOG. It is the lowest pass there. We plow the road now to a point roughly here. (Indicating.) So that it leaves about 20 miles from this junction to here. (Indicating.)

Senator McGEE. Roughly, where does that intersect the existing road?

Mr. HARTZOG. It would be about Flagg Ranch. Our thought is that we would then plow this far to meet this connection, if the States would plow this section, which would then give you your north-south hookup and, likewise, make this area available in the summertime to this visitor traffic to get around this park—that want around rather than having to go through it.

Most of the problem is with people that are in a hurry. And these are the people that, well, maybe they do want to see the park, but you don't see that park driving 55 miles an hour. And this is part of our problem.

Senator McGEE. In other words, what you frame there are two prospects; namely, that these would handle the movement and try to encourage the movement of traffic—

Mr. HARTZOG. Right.

Senator McGEE. North and south or east and west?

Mr. HARTZOG. Right.

Senator McGEE. At all seasons?

Mr. HARTZOG. Right.

Senator McGEE. This wouldn't eliminate, however, the prospect of exploring carefully the opening of the park as a winter attraction?

Mr. HARTZOG. That's right. And, furthermore, we think that at some point in here, even as far as Grant Village, just as at Mammoth

Hot Springs at this end, you could have over-the-snow rental, because it is in this area here that you are really getting into your very difficult and very costly snow removal operations. And this can be made quite accessible with over-the-snow equipment.

Also you serve the legitimate traffic needs of these areas that want east-west, north-south access year round. And in that way, we can participate by plowing this snow up to Flag Ranch and on up through Grant Village, if necessary.

COST AND PRIORITIES OF ALTERNATIVES

Senator McGEE. Now, the one area that we have left out here, which was not included in your testimony, is the matter of costs when we start talking about our alternatives here and our priorities and that sort of thing.

Suppose that we took a very minimal road opening through the park instead of opening all the roads—we took a north-south route, whatever seemed to be the lesser of the problem—we had one major route through the park open with the minimal facilities, which I assume would be a service station, a very limited overnight facility, with coffee shop, something like that, and the necessary equipment to go with it, what would be the minimal figure that you would estimate?

Mr. HARTZOG. All right. Plowing the snow on this 20 miles in Grand Teton will run us in the vicinity of \$28,000; plowing the 22 miles from the south boundary of Yellowstone to Grant Village, \$40,000; from Grant Village to Old Faithful, \$30,000; from Old Faithful to Madison, \$16,000; and from Madison to the west entrance, \$16,000; from Madison to Norris, \$16,000; from Norris to Mammoth Hot Springs, \$28,000. And we now, of course, are already spending about \$31,970, or roughly \$32,000, on the 56 miles from Cooke City to Gardiner.

Senator McGEE. Now, those figures—

Mr. HARTZOG. That is the cheapest side.

Senator McGEE. Those figures are just road maintenance.

Mr. HARTZOG. That is just snow plowing.

Senator McGEE. Just snow plowing; it doesn't include the opening of some limited facilities?

Mr. HARTZOG. No, sir; now then, we estimate the concessioner loss to run a minimum facility at Grant Village would be \$35,000; to plow out the visiting area at Grant Village, \$5,000; utility services and road camp operation expenses at Grant Village would be \$16,000; at Old Faithful we estimate the concessioner loss at \$35,000—or, the concessioner estimates his loss at \$35,000.

Senator McGEE. May I ask: Those estimates by the concessioners of their losses would be on what facilities—maintaining what facilities; do we have that?

Mr. McLAUGHLIN. This is maintaining—

Senator McGEE. It isn't full operations?

Mr. McLAUGHLIN. No, not full operations.

Mr. HARTZOG. No, no.

Mr. McLAUGHLIN. This is minimal facilities for feeding and for overnight accommodations.

Senator McGEE. But, can you give us a reading on how large the accommodations, how numerous, or what? Would it be a third; would they use a third of them, a tenth of them, of what exists there now? What is the dimension there?

Mr. McLAUGHLIN. At Old Faithful, it would be what we now call the Camper Cabin Building, where the Camper Cabin Cafe is now. This is partially winterized. It would take some cost to put it in full winter operation and you could take care of a hundred people.

Senator McGEE. One hundred. And in the estimate of the costs there, does that estimate include the costs now to winterize it?

Mr. HARTZOG. No, sir; I haven't got to the capital costs.

Senator McGEE. I see. All right.

Mr. HARTZOG. These are all operating costs and losses we are talking about.

Senator McGEE. I just wanted to make sure the record was clear on this.

Mr. HARTZOG. I've got the other: The area snowplowing there, \$5,000; utility services, \$10,000; and the operation of a protection station there, \$13,000.

We would propose nothing at Madison except a temporary road camp operation, for \$6,000, and nothing from there to Mammoth, in that stretch.

We do not attribute any additional cost to the Mammoth operation, because we already would have the minimum facilities that we now have there, as well as our own protection staff there.

Now, the capital costs involved in winterization at Grant Village: \$100,000 in concessioner costs; for a maintenance building, winterized, \$150,000; and sand bunkers for spreading the road, \$20,000; the concessioner winterization at Old Faithful, an additional \$100,000; the utility area for the road camp operation and sand bunkers at Madison, \$44,000; and to work back from Mammoth to Madison, we would propose an additional sand bunker at Madison, \$20,000.

Now then, in terms of equipment on this side, there would be a capital cost of \$120,000: broken down as to one rotary snowplow, \$75,000; three sand trucks at \$25,000; and eight push plow attachments at \$20,000.

Senator McGEE. Just an off-the-cuff look at those numbers you have been reeling off there would suggest that, in terms of operational costs, we are talking about something a little over \$200,000.

Mr. HARTZOG. We are talking about three hundred and some thousand for the Government and about \$200,000 for the concessioner; yes, sir.

Senator McGEE. And the capital improvements are separate from that figure?

Mr. McLAUGHLIN. Yes.

Senator McGEE. Of course, they would not be annual, although they would be replaceable—

Mr. HARTZOG. Yes.

Senator McGEE (continuing). As they go along? This would then be reduced backwards or downwards in terms of what was envisaged to be the best possible development of the park. For example, if you used the stretch only to Grant Village as a case in point, in order to exploit that area, you would have to use, probably, over to Old Faithful, although you could go over there on those snowmobiles; couldn't you?

Mr. HARTZOG. Yes, sir.

Senator McGEE. This would lessen the cost, except that you would maintain, I suppose, something at Old Faithful on a nonhighway basis, if you had an increased use of snowmobiles, would you?

Mr. HARTZOG. Well, I think that probably we would have no more than we have there now, you know, just emergency provisions, because it would be guided trips.

In other words, this is not a park in which you just want to turn people loose in the wintertime.

Senator McGEE. You would have to maintain check stations entering and leaving the park, I suppose, to make sure that whoever was going through at least had a sweater along and some chains, and this sort of thing? We get ridiculous people, sometimes, that go out in this stuff.

One other alternative that I think of here, when you are talking about these figures, would be that if you were to take this minimal route here up to Grant Village and West Thumb and out at West Yellowstone, you would still have achieved, also, what you achieved down here, except you would have the through route?

Mr. HARTZOG. You would not have helped your summer problem any.

Senator McGEE. It still wouldn't have taken this load off? This has the advantage?

Mr. HARTZOG. My point in connection with this whole tristate region is that you are not keeping pace with what is happening in the rest of the National Park Service. And the money is in the summertime visitor, and this is the thing that it seems to me recommends itself for some very earnest consideration.

Not only do you achieve your winter objective but you add immensely to your summer potential. Of course, in opening up that area through the Grassy Lake region, you make available the opportunity for additional recreational development, which is also needed.

Senator McGEE. If we could get the Grassy Lake leg there designated in the Federal highway structure, it would ease some of the maintenance problems, wouldn't it, Governor? It would help us a little bit.

U.S. HIGHWAY, EAST ENTRANCE TO PARK

I notice you don't mention, at all, Route 20 through the east gate.

Mr. HARTZOG. Well, that is Sylvan Pass, Senator, and we have the costs on that. The big cost, of course, is that we estimated it will take a little over a mile of snowshed at approximately \$10 million as a capital cost, to start with. And when you put that up, you realize, you have ruined that side of the park, because your summertime visitor—

Senator McGEE. Scenically, yes.

Mr. HARTZOG (continuing). has got a snowshed to look at then instead of the park. And winterization of the concessioner visitation facility at the lake would be \$100,000; a sand bunker there, our cost would be \$20,000. That would be the capital expenditure on that side.

The snowplowing operation on that side would be from Grant Village to Lake, 21 miles, \$32,000; from Lake to the park boundary, a total of 27 miles, \$40,000; from Lake to Canyon, \$24,000; from Canyon to Tower, \$40,000.

The concessioner estimates an additional cost, in terms of his loss, again, at \$35,000. Road camp operation would cost \$6,000; utility services, \$10,000; visitors' snowplowing within the Lake area, \$5,000. And here again, at Lake, we would have a protection interpretative unit at \$13,000.

Senator MCGEE. Costwise, and operationalwise, then, if I can summarize what you have just said, the alternatives that pose themselves, the minimal would be an operation here, this short stretch to Grant Village. If you were to go all the way through the park, from your point of view, the more feasible route would be this route and straight on up through Mammoth rather than over in this part of the park [indicating].

Mr. HARTZOG. Yes, sir.

Senator MCGEE. That the lesser of the alternatives inside the park would be coming from this direction [indicating]?

Mr. HARTZOG. Yes, sir.

Senator MCGEE. I just thought it would be well to pull those relative alternates together.

That is all the questions I have.

Mr. HARTZOG. A further alternative, of course, in our judgment, is still the Grassy Lake road.

Senator MCGEE. I would think that is less an alternative than it was an addition—

Mr. HARTZOG. That's right.

Senator MCGEE (continuing). To the park system up there; that is, to the routes regulating the flow of traffic through and around the park system.

So, I would prefer not to use the word "alternative," since it sounds like we are talking about either opening some road in the park or going the Grassy Lake route, when, in fact, it may be a better case can be made to show that we need this, too, in order to grow with the attractiveness of the park.

Mr. HARTZOG. I see; yes, sir.

Senator MCGEE. I have no more questions, and I want to thank you very much for supplying this specific information.

We will probably want to digest this at some length a little later.

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

STATEMENT OF HON. STANLEY K. HATHAWAY, GOVERNOR OF WYOMING

Senator MCGEE. Now, by our established procedures, we want to ask the Governor to go on the firing line here and start shooting.

Stan, it's nice to have you here this morning and appreciate your coming all the way up from Cheyenne for this case.

Did you want anyone up there with you?

Governor HATHAWAY. No, I will go it alone.

Senator MCGEE. I mean, you were delightfully surrounded down here. Maybe I will sit over there. [Laughter.]

Governor HATHAWAY. Senator, let me say, first of all, that I congratulate you for holding this hearing. We have been talking about opening the park for a long time. I think we are getting closer to it, frankly. I also appreciate very much your inviting me to be here to give testimony.

Let me say that I detect, in Mr. Hartzog's testimony, the thought that "We are going to make more studies." I think there is time for studies and time for action. And I think we have studied this problem long enough, since World War II, and now the only way to really get down to the nut of the problem is to open the park and study it while it's open. I sincerely hope that this will be done very soon.

I know anyone that hasn't traveled in this great country in the wintertime, in my opinion, just hasn't lived. The scenic beauty of this entire area, Yellowstone Park in particular, seeing the wildlife, is more than an ordinary experience. Of course, if you like to ski or ride snowmobiles, it is even greater.

Well, I think with this wonderful, majestic beauty, and facility here, we cannot deprive the American people of enjoying it in the wintertime. The trend is more for winter travel now.

NATIONAL TREND TO 12 MONTH'S TRAVEL

As a matter of fact, I have before me a release from triple A, which has some very interesting figures: summer vacations dropped from 57 percent in 1963 to 51 percent in 1966; spring vacations increased, during the same time, from 12 to 14 percent; and winter vacations increased, in the same time, from 8 to 12 percent. I think this shows a very definite national trend toward winter vacations. I think in this area it is particularly the result of increased activity in the winter sports area. With that marvelous little bug they call the snowmobile, with ice fishing and skiing and goose hunting, and all of the things that go with winter, we find this increased activity.

My statement today is concerned both with the necessity of 12 months' travel in Yellowstone and with the cost and feasibility of such action.

It is a widely known fact that Yellowstone National Park is, at the present time, accommodating near-capacity crowds during the summer months.

I was up there in July, Senator. I think you have been up there the last few days. You observed bumper-to-bumper traffic.

If this summer visitation continues to increase and is limited to the summer season only, the sheer weight of number is going to create new problems of accommodations, traffic control, and, in time, some of the glamour and attraction of the "great outdoors" is going to be tarnished.

This could conceivably come about merely because the presence of huge, pressing crowds of people and vehicles is not conducive to full enjoyment of natural areas such as this.

Winter opening of the roads in the park would tend to lengthen the tourist season and ease this summer crowding.

A certain amount of winter travel through the park by car and snowmobile is today a reality.

The Yellowstone Park Co., the Park Service, and the State of Montana are all advertising the park on a nationwide scale. This advertising says that the park is open during the winter to wheeled traffic, as well as to snowmobiles.

While this is true in the case of entrances to the park from Montana, the embarrassing fact, Senator, is that the two entrances from Wyoming to Yellowstone are completely blocked. And I note here that these entrances are blocked to traffic while, at the same time, the

State of Montana, in its winter brochure, is enabled to advertise that roads from Montana to the park are open to wheeled traffic and, additionally, that another route is open to the park gate where snowmobile traffic is initiated.

I am not taking a potshot at my good friends in Montana. I am merely saying, right now they have this accessibility and we don't. And what we need is a flow through both States.

While healthy competition between States for tourist and outdoor recreation business is beneficial, I believe this particular situation certainly puts Wyoming at a disadvantage.

If the Yellowstone Park authorities can keep entrances from Montana into the park open during the winter months, it seems only logical that the entrances from Wyoming to the park can also be made accessible to wheeled traffic.

DEVELOPMENT OF JACKSON HOLE AREA

In order to point out the feasibility of 12-month opening of the park and the potential benefit to the total tourism and outdoor recreation economy of Wyoming, as well as the surrounding States, I would like to point out that Wyoming's Jackson Hole area is fast becoming nationally recognized as a major winter sports area.

The development at Teton Village attracted a record number of skiers during the 1966-67 winter season. There were more than 50,000 individual rides on the Teton Village tram that season, in addition to the large number of skiers using the Ski Mountain here in Jackson.

Indications are that visitors to the Jackson Hole area this coming winter season will far surpass, in number, any previous record.

Winter vacations with purposes other than skiing are becoming very popular.

The fine skiing available in northwestern Wyoming is a fact. However, this region, with Teton Park, the country along the approaches to Yellowstone, also offers wildlife, fishing, scenery, and other recreational possibilities.

One attraction that could greatly enhance this area's growth as one of the world's greatest winter recreation spots is the thermal area in Yellowstone Park and, of course, the additional wildlife in the park.

I think the bears do go into hibernation, Senator, but there are still a lot of elk up there and other wildlife to be seen.

Senator McGEE. With a loaf of bread or a sack of cookies, you might lure some of them out.

Governor HATHAWAY. Today, millions of dollars are being spent in advertising various travel routes. The closing of Yellowstone National Park for 6 months of the year blocks U.S. Highway 89, the Canada to Mexico route, as well as U.S. 20, thus lessening the overall effectiveness of these highways and decreasing the return on investments in advertising.

With year-round operation of Yellowstone Park, I believe we would find that it would be a primary destination for many people in the winter, as well as a logical secondary destination for those who will be coming in growing numbers for winter vacations in northwestern Wyoming.

INVESTMENTS ADJACENT TO YELLOWSTONE PARK

Millions of dollars have been spent, and are being spent, in improving all approaches in Wyoming to the park. These roads are now seasonal only.

Additional millions have been spent on travelers' accommodations along these same roads. Much more could be realized on these investments with a longer season of travel through the park.

The benefits to be gained through 12-month opening of the park would extend to all the States surrounding the park area: Wyoming, Montana, and Idaho.

Let me say that in the last few days I have discussed this matter with both Governor Samuelson of Idaho and Governor Babcock of Montana, and they told me that I could say to you, Senator, that they support opening of the park on a year-round basis. And I am sure they will have representatives here that will go into this in more detail.

Winter travel would permit these States to develop and improve areas adjacent to the park. And, in time, these areas could well become one of the Nation's major winter sports and recreation sites with Yellowstone Park as the focal point.

Mr. Hartzog and I discussed the elk as Casper a few months ago and I told him then that the State of Wyoming knew something about game management. And I am going to say now that the State of Wyoming knows something about snow removal. And we are going to talk a little bit about that. [Applause.]

MAINTENANCE OF ROADS BY STATE OF WYOMING

At this time, Wyoming maintains four winter routes into the Jackson Hole area. These routes are Wyoming 22 from the Idaho State line to Jackson over Teton Pass; U.S. 26-89 from Alpine Junction to Hoback Junction; U.S. 187-189 from Daniel Junction to the south gate of Grand Teton National Park; U.S. 26-287 from Dubois to the east gate of Grand Teton National Park over Togwotee Pass.

During the 1966-67 winter season, the State of Wyoming spent a little over \$112,000 for snow and ice control on these routes.

I mention these particular winter routes and the cost of keeping them open for travelers in the winter due to the fact that snow conditions on several of these passes are similar to conditions prevalent in Yellowstone National Park.

Togwotee Pass is, according to the Wyoming Highway Department, the best comparison. The 53.6 miles of highway between Dubois and the east gate of Grand Teton National Park receives very heavy snowfall, particularly in the pass itself. The State of Wyoming spent almost \$40,500 to keep this route open during the daylight hours in the winter season of 1966-67.

There are other very good examples. However, I think I have made the point that the State of Wyoming is well experienced in keeping winter routes open.

Frankly, we don't like to spend this money to keep these routes open without seeing north-south traffic cross the park and east-west traffic eventually. We don't think it is quite as expensive as indicated by Mr. Hartzog.

The State, through its highway department, is ready and willing to cooperate in any progressive plan aimed at keeping Yellowstone National Park open during the winter season.

In fact, an estimate has been made by the maintenance division of the highway department of the cost of snow removal in keeping the road open from Colter Bay to Old Faithful Inn. This is a distance of 57.4 miles. The estimate is based upon daylight operation.

Our highway department estimates an initial capital investment of of \$310,000 in snow removal equipment, and construction of buildings and equipment storage space. This figure is based on the purchase of new equipment.

The highway department estimates it would cost approximately \$60,000 per winter season to keep this section of highway open to the public during daylight hours. This is a little bit less, I believe, than the figures that you indicated.

Senator MCGEE. Governor, that would be from Colter Bay to Old Faithful?

Governor HATHAWAY. From Colter Bay to Old Faithful. If I was keeping track of Mr. Hartzog's figures, he indicated something about \$100,000 for the same stretch.

It is my opinion that this expenditure would be small in comparison to the ultimate benefit to be realized by year-round operation of Yellowstone Park.

I urge the committee to give every consideration to approval of necessary appropriations for this purpose. There isn't any question in my mind that the people of Wyoming, not merely in Teton or Park County—but the entire State of Wyoming—want to see the park open the year-round.

It has obvious economic benefits. But it seems to me that if we start on a new trek here of building additional roads before we accomplish the major purpose of ending this log jam and opening access from both sides of the park, we are again being deployed. I am not saying that these roads may not be necessary, but I think the only way that we will really know how much use this park will have is to open a road entirely through from north to south. And if that works, I would say that in a short time we should open a road east to west.

The tremendous pressure on this park will increase and, as I have said, I am sure that winter tourism is going to increase.

Let's not deprive the people of Montana and Idaho and Wyoming, or the people of America, for this matter, from the beauty of this great majestic park for a few thousand dollars, which have been spent many, many times for things that do not have this merit, in my opinion.

I think we have had enough talk about this proposition. The time is for action. Senator, I hope that you will get some action in an appropriation to open the park. And I assure you complete cooperation of the State government. [Applause.]

Senator MCGEE. Governor, just one thing, for the record; perhaps you could have someone from the highway commission supply their comparable estimates for the other legs of the road, let's say from Old Faithful to Madison Junction, the junction to West Yellowstone, and on up to Mammoth the other way, merely for comparative purposes. If they would give a—

Governor HATHAWAY. We haven't studied that at this point, Senator.

Senator McGEE. Whenever they could do it, we could use those two, I think.

Governor HATHAWAY. The study I mentioned was made last winter, but it ended at Old Faithful.

Senator McGEE. Thank you very much.

STATEMENT OF HON. CLIFFORD P. HANSEN, U.S. SENATOR FROM WYOMING. PRESENTED BY DEAN BORTHWICK

Senator McGEE. Now, my colleague Cliff Hansen wasn't able to be here today and we had sort of arranged, by agreement, a kind of a mutual sharing of the multitudes of responsibilities that revolve around Washington these days.

I assured him that his very strong support of this whole proposal would be made a part of the record here today, just as he was protecting our interests in my name, too, back there on the floor of the Senate while we are doing this work.

You can't be every place at the same time and lots of things have to be worked at simultaneously. That is the only reason Cliff couldn't be here today.

He has a statement that will be submitted in his behalf by Dean Borthwick. Dean, would you come up here now?

Mr. BORTHWICK. Yes, sir.

Mr. Chairman, at the outset, let me say that I know Senator Hansen regrets his inability to be here in person today. And I know, also, that this is a matter that has been close to his heart for many years. And I know that many people sitting in this room have heard his convictions on some implementation of this proposal.

With that brief preface, I will proceed to read his statement.

Senator McGEE. All right.

Mr. BORTHWICK. I welcome this opportunity to present my views before this subcommittee concerning the proposed all-weather opening of Yellowstone National Park.

I want to praise the senior Senator from this beautiful State of ours for his actions in bringing the Interior Subcommittee here to Jackson to discuss this issue. I am sure that the information brought before the subcommittee will aid all of us in reaching a wise decision.

FEASIBILITY OF WINTER OPERATIONS IN YELLOWSTONE

It is important that we examine the facts in order to determine the feasibility of such a project.

The concept of a totally accessible Yellowstone Park is indeed an appealing vision. For those of us who have been a part of a Wyoming winter, the thought of the deep snow, the tall pines laden with billowy whiteness, and the icy blue across frozen lakes and streams is fascinatingly beautiful.

The winter magic of Yellowstone would certainly cast its spell on off-season vacationers, just as Yellowstone does on summer guests now. The advantages of year-round access to this area are obvious to a multistate area.

While recreation-oriented business and services highlight an important new direction in America's economy, the most startling aspect of this development since World War II is winter vacations. Ski areas

have sprung up all over America. But in the West, the greatest drive is evident.

Yellowstone could well become the hub of a several-State area of wintertime activity. For a long time, Europe was undisputed in its claim to winter fame. All that is changing.

Not only do we have snow conditions and terrain that can equal anything in the old world, we have good reason to develop these resources which we own.

The President has spoken out on the balance-of-payments problem. Americans taking winter vacations abroad contribute to this imbalance. Several foreign countries each spend more than does the United States in winter promotion. We must keep more of our citizens in this country during their vacations. We can accomplish this through two major efforts: We can do this through advertising; we can do it by making our most beautiful and unique winter areas accessible the year-round.

The question is asked: Is such an undertaking feasible?

It would be more pertinent to ask: What are the costs involved in implementing year-round accessibility to Yellowstone? Only a bare minimum of service-oriented facilities should be kept in operation the first winter. Additional openings and expansion of services can and will follow the demand generated by use.

There can be no question that the project is feasible. It will return many fold the dollars that are expended in it. This fact is obvious—look at any of America's winter sports areas. And look at the demand already generated in Wyoming and other States by those who have snowshoed, skied, or taken a snowmobile trip through Yellowstone in the winter.

In anticipating the responsibilities of Government and the private sector, we have called upon several agencies, Federal and State, as well as representatives of privately owned service organizations.

At the present time, the Wyoming Highway Department is engaged in making a study of road usage to and through Yellowstone Park. The result of this study will be available sometime next year. It will be of invaluable assistance in predicting the amount of winter travel upon the highways through Yellowstone.

CORRESPONDENCE WITH PARK SERVICE PERSONNEL

I have written to George Hartzog, Director of the National Park Service, and have requested answers to several questions. In my letter to him, I said:

In preparation for the next meeting of the Master Plan Committee on the Yellowstone and Grand Teton Parks, I have been examining the information in our files on proposed all-weather travel through Yellowstone.

After receiving the material, I was struck by several questions which I feel require answers before we can adequately discuss the matter. Perhaps you can enlighten me on these particular points:

Question No. 1: We have received estimates on the cost to clear the road from Colter Bay to Old Faithful. What would be the cost of opening the east, north and west roadways to Old Faithful, as well?

Question No. 2: There has been a steady and significant shift of visitors from the months of July and August to June and September. In light of the need for such a shift, due to the admitted "summer saturation", insofar as facilities are concerned, do you feel an all-weather road would contribute to such a shift? How much traffic might be carried on each of these four roadways in the winter months; should they all be kept open?

Question No. 3: We are aware of precautions necessary for high altitude winter driving, especially for those unfamiliar with mountain areas. Additional personnel might be called for in order to maintain safety surveillance over the roads. New information and warning signs might also be necessary. What would be the approximate cost of such additions, given the difference in combinations of roads that could conceivably be opened?

Question No. 4: The question of staffing many of the accommodations has also been discussed. In light of the fact that the concessions in Mammoth remained open last winter and will do so again this winter, is this a real problem? On the basis of safety and convenience, what would be the minimum accommodations that should be kept open in the winter, given the various combinations of roadways that might be opened during those months? And what would be the cost factors for these various combinations?

Question No. 5: What other considerations would be required in the all-weather opening of Yellowstone, particularly involving construction or renovation of accommodations? At what sites would "winterizing" of accommodations be necessary?

Question No. 6: Are there any plans, and would the Park Service favor any plans, to center a variety of winter activities in Yellowstone Park, such as snowshoe or ski excursions, ice fishing, etc., noting that such activities have been highly successful elsewhere? Would such plans be feasible?

I will appreciate having your comments on these points.

Mr. Hartzog informed me that his Department feels, as I do, that the questions are very pertinent to the problem.

I have, further, been in contact with the park concessionaires, soliciting their opinions as to the all-weather opening of Yellowstone.

Their position in this matter is of great importance, due to the vital nature of the services they offer.

A great deal of the information to which I have alluded will undoubtedly be available by September for presentation before the master planning committee. I would like to stress how important it is that the proper presentation be made before that committee. I urge that all interested Wyoming citizens prepare their views for presentation to that committee.

To make any long-range plans for Yellowstone Park, it will be necessary to make a decision on the all-weather opening of the park. The reason is all too clear. The type of construction and equipment necessary for a park open exclusively in the summer months is radically different from a park to be maintained the year around. As Mr. Trevor Povah, president of the Hamilton Stores, has pointed out:

None of our existing structures were ever designed for use or occupancy in cold weather; consequently, we would initially be faced with great expenses in winterizing some of our existing buildings or in construction of new facilities more adapted to extreme sub-zero temperatures.

The National Park Service has been attempting to upgrade facilities in Yellowstone—and other national parks—for several years.

It would seem the part of wisdom to construct new buildings that could serve the public 12 months of the year, instead of 6 months only, as is now the case.

One of the first results will be an appreciable lengthening of the summer season. People will come earlier in the spring and later in the fall. This desire has already been convincingly demonstrated; all that remains is to keep the roads open. As length of season expands, justification of investment in upgrading facilities follows.

Entirely aside from other considerations, year-long accessibility to areas now closed in the wintertime would serve to afford real help in proper, effective, big-game management without direct reduction.

Winter maintenance should be initiated on a unit basis. So far, there are no winter accesses from Wyoming, despite the fact that Montana has one such opening at Mammoth.

Precisely which routes are first opened is unimportant. Soon, east to west and north to south travel through Yellowstone must be assured.

Successful implementation of this project will call for cooperation from those areas adjacent to the park: the Cody country and Jackson Hole. But the benefits will be statewide and more.

Many of the considerations pertinent to this undertaking must be made by the master plan committee on Yellowstone and Grant Teton Parks.

Let us all join in helping to assure the early accomplishment of this worthwhile objective.

Thank you, Mr. Chairman.

Senator McGEE: Thank you very much, Dean. [Applause.]

**STATEMENT OF HON. WILLIAM HENRY HARRISON, U.S.
REPRESENTATIVE FROM WYOMING**

Senator McGEE. Is Bill Harrison, Jr., here?

Representative HARRISON. Yes.

Senator McGEE. I didn't see you, Bill.

Bill is representing his father, Congressman Harrison, and we will have a statement from him at this time.

Mr. HARRISON. Thank you, Senator. I am sorry that dad could not be here but he is pretty busy in Washington right now and unable to appear. So, he asked me to read this statement for him.

"Mr. Chairman and members of the subcommittee:

"I appreciate very much the opportunity of presenting to you my statement in support of the maintenance of the road in Yellowstone Park from Old Faithful to the south entrance on a year-round basis. I have long been a supporter of winter maintenance of this road because I feel that it will enable many Americans to enjoy the winter splendor of Yellowstone Park and in addition will be a great help to the economy of the State of Wyoming as well as our neighboring States of Montana and Idaho.

"Because of my great interest in this project, I am very pleased to have the assistance of Wyoming's able senior Senator.

"Over the past months, I have been collecting information concerning the cost of maintaining the road throughout the winter months and I would like to set out the figures which have been submitted to me by those who have been contacted.

"In addition, I might say that the enthusiasm for this project is great and it is my feeling that if the costs are within reason, that winter maintenance can be extended north from the West Thumb of Yellowstone Lake and into the city of Cody to provide Wyoming through traffic 12 months of the year.

"From conversations with park officials, I find that on many weekends during the winter, there are between 300 and 400 people who visit Old Faithful. Some come in from the west by road; some through the south entrance when the road is open for automobile traffic and at other times, snow vehicles are used. This indicates to me that there is a great interest in this scenic area and that will open roads, it will soon become one of the most popular areas in the United States.

"The combination of beautiful scenery, snow, erupting geysers, warm springs, and all varieties of wild animals cannot be equaled any place in the world.

"Early in this session of Congress, I contacted several private contractors and contractor associations in order to get their recommendations and tentative cost factors involved in keeping a road open year round into portions of Yellowstone Park, utilizing a Wyoming entrance.

"I am grateful for their immediate response to my query and I believe the figures and proposals set forth by these firms point out that a year round entrance through the upper Grand Teton National Park, Highway 287-289, through West Thumb Junction and into Old Faithful is not only mandatory to the natural expansion of Wyoming's tourist trade, but an economically sound and feasible project.

"I am offering a compilation of this information and suggested figures, concentrating mainly on the opening of this southern entrance, but I do not mean to imply through this information that I am ignoring or discounting the feasibility of including the eastern entrance from Cody, along Highway 20 through Lake Junction, in overall plans.

COST OF SNOW REMOVAL

"Last May, the Director of the National Park Service, the Honorable George B. Hartzog, Jr., at my request, placed a statement in the House Interior Appropriations Committee hearings concerning his estimate of the cost of this program.

"In his statement he mentions a minimum cost of \$90,000 to undertake continuous snow removal on the roads from Colter Bay in Grand Teton National Park to Old Faithful in Yellowstone National Park. The statement also covered an estimated expenditure of \$10,000 which would be required for visitor protection and a further cost of \$6,000 which would be incurred to operate necessary utility systems. An additional estimate set winterizing of existing Government facilities, and to provide additional facilities, a minimum of \$10,000 would be required. Also, additional snowplowing equipment estimated to cost \$95,000 would be needed. However, this additional equipment would not be needed under an agreement with an independent contractor.

"Mr. Hartzog also said that the concessionaires would need to winterize their existing facilities and to provide additional facilities at an estimated cost of \$225,000.

"I do not take issue with the Director's figures; perhaps this is what the Government believes is necessary. But I felt at that time the cost factor of snow removal could be lessened, and after reviewing the average snow depths from Moran Junction, north to Thumb Divide for the years, 1964, 1965, 1966, and a portion of 1967, I feel the snow conditions are quite similar to those experienced in Teton and Sublette Counties in Wyoming.

"According to information furnished me, Teton County has approximately 36.5 miles of snow road that is contracted to a private concern for \$17,590, or an average of \$482 per mile.

"Sublette County uses its own equipment, motor graders, and trucks with snowplows, also a D-8 Cat with a V plow. They maintain 80 miles of winter road for a period of 5 months at a cost of \$40,000 or an average cost of \$500 per mile.

"The snow in Sublette County varies in depth from 1 foot in the lower elevations to 3½ to 5 feet in the higher elevations, and there is a lot of road that drifts badly. Schoolbuses use the roads in most of this snow area and the children have a very good attendance record

"Snow depths recorded at Thumb Divide, Lewis Lake Divide, and Huckleberry Divide for the years 1964, 1965, and 1966 are as follows:

"There is a short graph on this page showing that the snow depths are approximately what the Director has put on the board.

"As of January 1, 1967, Thumb Divide had an average snow depth of 78 inches and Lewis Lake Divide, an average depth of 66 inches.

"A private firm in Worland, Wyo., submitted tentative cost figures for continuous snow removal from upper Teton Park to West Thumb and to Old Faithful. The equipment costs represent close to a \$120,000 investment, and would include two diesel trucks with plows and dump boxes, one model 25 Michigan loader with a 2-yard bucket and an 8-foot rotary plow. Each diesel truck would operate for approximately \$14 per hour for an 8-hour day.

"Two operating trucks based on an 8-hour day at \$112 per day per truck, the scoop-rotary plow at approximately \$17 per hour based on an 8-hour day would bring the cost to \$136 per day.

"These figures expanded to a 30-day month would total \$10,800, and again expanded to a 6-month period from November 1 to May 1, snow removal operations would amount to \$64,800.

"This firm submitted these operational figures based on a 5-year contract, guaranteeing an 8-hour day for all units. They also stated that if the Park Committee decided to open more road, they could operate the distance from West Thumb to the east entrance, and from Old Faithful to West Yellowstone with the addition of one more diesel truck.

"In describing the distance involved from Colter Bay Village to Old Faithful, we are talking about 57.4 miles and an average cost of approximately \$1,140 per mile for continuous snow removal. This somewhat better the Interior Department's figure of \$1,570 per mile for accomplishing the same purpose.

"I am enclosing my report, data, and information pertaining to the snow removal and maintenance of the route in question, compiled by Mr. John E. Walter, assistant State maintenance engineer, State of Wyoming, and ask that it be included in the record following my statement.

"I am convinced of two things: that the costs of keeping at least some roads open in Yellowstone Park and allowing a year-round Wyoming entrance would not be an unsurmountable task nor one which is too different from several of the mountain passes and other such areas which are now kept open within the State; and also that with the proper specifications and standards I am firmly convinced that private enterprise can most effectively and probably at less cost do the work than it can be done with Government service, equipment, and personnel.

"Tourism is a rapidly growing industry in the State of Wyoming as is true in other States as well. The U.S. Department of Commerce estimates that, within 3 years, 11 million skiers will be utilizing winter facilities in the intermountain area. The Department claims the major share of this valuable winter tourist business will be enjoyed by the areas that can offer other winter recreational attractions in addi-

tion to good skiing. This Wyoming can and will do, but we must have a year-round gateway from Wyoming to Yellowstone Park to set the works in motion.

"I recommend opening the south entrance roads to the public on a daylight travel basis, with emergency accommodations and facilities for the traveler at least for the first year. This will give park concessionaires and officials a period of time to judge the amount of travel to expected and plan for suitable winterized facilities.

"I propose this project be included in next year's budget and that all snow removal in the park be handled on a contractual basis, if the cost remains less than the amount of the Park Service estimates."

Thank you, Mr. Chairman.

Senator McGEE. Thank you, Bill, very much. [Applause.]

**STATEMENT OF ALEX CREEK, ON BEHALF OF HON. DON
SAMUELSON, GOVERNOR OF IDAHO**

Senator McGEE. We have representatives here for Governor Samuelson of Idaho, Mr. Alex Creek and Bob Steiling.

We can see Governor Samuelson is trying to throw his weight around. [Laughter.]

Mr. CREEK. Mr. Chairman and gentlemen:

My name is Alex Creek, 656 11th Street, Idaho Falls, Idaho. I am a member of the Advisory Council of the Idaho Department of Commerce and Development and appear today as the representative of Gov. Don Samuelson of Idaho.

My business association is that of a bulk dealer for a major oil company. Understandably, I am intimately involved in this business of tourism.

The State of Idaho is vitally interested in the subject before this committee today: That of appropriations to maintain Yellowstone National Park for travel on a year-round basis.

YELLOWSTONE'S CONTRIBUTION TO THE ECONOMY

Yellowstone Park is an integral part of the economy of three states: Wyoming, Montana and Idaho. The tourist industry of eastern Idaho, particularly, is largely dependent upon the traffic to and from Yellowstone Park. It represents, perhaps, 20 percent of our total economy. Not only are our motels, restaurants and other directly tourist-related businesses affected by this traffic but our wholesalers service a good part of this tristate region and my own community of Idaho Falls is the major commercial center for a major part of the area.

Over the years we have observed, with considerable pleasure, the extension of the tourist season to a full 6-months period of time. The extension of the season has been at least partially responsible for the tremendous growth in tourist facilities in our area and certainly has resulted in obtaining more economical operating conditions for the tourist-related businesses and services over the previous short season.

With today's investment costs, the longer season is a necessity. And costs continue to rise. If we are to continue to have our area grow and prosper and to have the proper investments in needed

facilities for the tourist, it will be necessary to expand still further the operating seasons of our tourist attractions and our tourist areas.

In the Rocky Mountain area we are most proud of our four seasons climate which enables the tourist or traveler to choose the season of his choice with a variety of weather and scenery as the seasons change.

The summer season, for many decades, has been the main goal of the traveler. In recent years, the spring and fall seasons have begun to show a substantial increase. Better highways and high-speed freeways make areas like Yellowstone Park increasingly accessible to somewhat distant metropolitan areas and the attractions of the park in the spring and fall are becoming increasingly known.

In the past few years we have seen a tremendous increase in the winter recreation and travel. Much of this is due to the increased ability of the traveler to go long distances on our highways in a relatively short period of time.

Add to this the increased amount of leisure time becoming available to the American family, and the trend toward longer and more frequent vacations, and we see an increase in skiing and the accompanying facilities, snow-mobiling and many other types of winter recreation.

The adjacent areas surrounding Yellowstone Park in all three States contain secondary recreation locations of considerable note and potential. The Jackson Hole area, the Island Park area of Idaho, the West Yellowstone area of Montana and the Cody area of Wyoming are all capable of considerable expansion in the area of tourism in the wintertime.

There have been, in recent years, sizable investments in new ski and winter recreational facilities throughout these areas. With the opening of Yellowstone Park in the wintertime and the accessibility of this nationally known scenic area as the prime attraction, I sincerely believe that these adjacent areas can continue to prosper and grow at an increasing rate.

May I again emphasize that as the prime summertime demand of the traveler increases, it creates ever-larger pressures for private investments in the surrounding communities to Yellowstone Park for more and better facilities; motels, restaurants, service stations, and so forth.

It is necessary today to construct these facilities in the most up-to-date and modern manner as possible. The investments required are considerable and a short tourist season simply will not make the necessary type of investment economically feasible. If the season can be elongated, even though the business volume is smaller than the prime season, it can easily be sufficient to provide the incentive to make an investment decision.

If the communities in these three States are to continue to expand our tourist facilities of the types needed and the amount needed, a longer tourist season is not only desirable, it is essential.

The time is rapidly approaching when it will be impossible to make needed investments of the size and type required on a short-term basis. Since it would appear to be neither possible nor desirable to expand services within Yellowstone Park for the peak period of the travel season, a continued expansion of facilities in the outlying areas is a must.

I strongly feel that opening the park on a year-round basis, with resulting efforts to increase the area traffic on a year-round basis, will

be mutually beneficial to all concerned. The very act of opening the roads in the park, itself, will make available alternate travel routes which cross-country travelers can use and will use.

INVESTMENTS IN TOURISTS FACILITIES

Without going into great detail, I would stress the extent of the financial demands on those associated with tourist development facilities. In today's market, a small gasoline service station must be attractive, must fit the landscaping or architectural patterns of an area, or the customer simply doesn't stop to buy.

Where a \$10,000 investment in past years would establish such a business, costs today in excess of \$100,000 are no longer unusual. An \$80,000 building is a standard operation. In the motel business, a first-class motel—and most travelers today insist upon first-class accommodations—must possess a swimming pool, a restaurant, and a bar, and have a gasoline station adjacent. Where a \$100,000 investment a few years ago was considered relatively standard, the majority of new operations of economical size will cost in excess of \$1 million.

Where \$25,000 would formerly establish a restaurant in a developing tourist area, today's discriminating traveler demands an attractive, well-designed, beautified operation, and \$250,000 is not an unusual investment.

While it is still technically possible for smaller and less expensive operations to form, the mortality rate of other than first-class accommodations is extremely high. Customers today simply won't use them except as a final choice. If we view the adjacent areas to Yellowstone Park, we find that the first-class facilities are doing well, but older and lower-class facilities are having a difficult time existing. It is simply too easy, with our high-speed roads, for these same travelers to go elsewhere.

We note, also, the rapid increase in the traveler who utilizes a camper or a camping trailer. Increases to 30 percent each year are no longer unusual. Both private business and our public agencies are busily engaged in providing additional space for these individuals. Campers and trailers are no longer strictly for summer use for they are outfitted for all season use. Again, the provision, by either a private concern or a public body, for this use, is getting more and more expensive, for the demands are for electric light hookups, sewage connections and dumps, washing facilities, recreation rooms, and even swimming pools.

It must be kept in mind that all investments, public or private, are long-term investments and the construction design and facilities provided must meet not only the demands of today's customers but also must look ahead to future demands and needs in order that any facility can continue to thrive.

We must also keep in mind that we are not planning alone for some two or two and a half million people that visit this area every year. Rather, we are forced to plan for several times that number. At the present growth rate we are rapidly facing a doubling of the traffic numbers, our experts tell us, and that number will again double within the lifetime of any facility being constructed today.

Our problems are rapidly becoming not how to get more tourists or travelers into our area, but how to adequately take care of them

when we get them. Since these forecasts look basically at a very peak period, the problem is greatly intensified.

The Federal Government, like our State and local governmental units who are making investments, is more and more facing the same problems as private industry—that of justifying these investments in terms of their use. Short-term usage is not the answer. With the investments, greater and longer utilization needs to follow.

It is wise to understand, also, that there will not be instant success or acceptability of longer seasons. Results for the first few years might be small and perhaps even negligible. This is to be expected. Changes will not occur overnight, and neither will expanded or increased investments in facilities I have mentioned. But a beginning must be made somewhere to open up this new potential and new and broader horizon for investment. Area recreation development is a cooperative program. It will take promotion and it will take development effort.

I am certain that State agencies like our own Department of Commerce and Development, the Wyoming Travel Commission, and others of a similar nature involved, are ready and willing to put forth that effort. Our communities and their various chambers of commerce are also so inclined.

The closed park is like a closed door which needs opening into a better future. I would like to ask you for your assistance in unlocking the door and opening it as wide as possible.

Mr. Chairman, at this time I would like to ask Bob Steiling, the executive vice president of the Idaho Falls Chamber of Commerce, to make an extemporaneous statement. Mr. Steiling.

Senator MCGEE. Do you have a prepared statement?

Mr. STEILING. Yes, and I won't read it.

Senator MCGEE. We will put that in the record as though it will be delivered in full.

(See appendix.)

Mr. STEILING. Gale, I just wanted to, if I may, make a couple of extra comments. One is that I would like to say that in writing some of this testimony and in working with Mr. Creek, I looked back over and found I spent over half my life connected with the development in Wyoming and in Idaho. And it is quite interesting, because I remember back 20 years ago when we were having similar meetings right here in Jackson related to not only the longer openings in Yellowstone Park and Grand Teton Park but also we had a little problem coming across on the Highway 14 with the State highway department. And this road was closed in the wintertime, as I think the Governor will remember.

And at the time, they told us very similar things to what we have heard in the last few years about Yellowstone Park—that it couldn't be done. And Governor Simpson—and I was glad to see Dean Borthwick here today—encouraged this to be open and it was opened.

And I think the opening of the Yellowstone Park is comparable to this. Not to open Yellowstone Park, to me, would be just like going back and reclosing Highway 14 coming across the Big Horns.

I'd like to mention just one figure in investments in this area. In running some tabulations yesterday, we ran over \$100 million in tourist facility investments just in the Idaho Falls area alone. The figures are staggering.

When you consider the total amount of tourist and facility investments in private capital and with our governmental agencies and the State, and not to mention our park developments, the amount of money that we are talking about here to keep sections of the park open are ridiculously small. The greater incomes that can come from these are rather tremendous.

GRASSY LAKE ALTERNATIVE

Mr. Hartzog, in his presentation, talked about the Grassy Lake Road. We were a little bit confused at the terminology, because over the years we have talked about this as the Ashton-Flagg Ranch Road.

Mr. Creek——

Senator McGEE. Grassy Lake is prettier, isn't it; don't you think?

Mr. STEILING. I like the term better.

About a week ago, I think it was, Mr. Creek, as past president of the eastern Idaho chamber, and my assistant went on a tour with the planning commission from the park, and they were taking a look at this road, one in which our chamber and the eastern Idaho chamber is particularly—and the State of Idaho through our parks department—is very, very interested in.

But, I would like to add my word to yours, Senator, that this should not be considered an alternative to keeping the park roads open. I would very much hate to be in a position to make a choice in our area between the Grassy Lake Road and the Yellowstone Park Road, because, to us, they serve entirely two different purposes. They are certainly not comparable.

But as long as we are on the subject, we would like to, on our behalf, give our endorsement, wholeheartedly, to the construction of this Grassy Lake Road, and let it go at that.

Thank you very much.

Senator McGEE. Thank you very much, Bob. If it's any inducement, at all, we'd even compromise and call it the Grassy Creek Road to get Alex working at it.

Thank you very much.

I have just been handed a note, "Why don't you let us stand up for 3 minutes?"

We will declare this to be the seventh inning of whatever inning it is and just stand up for about 3 minutes. And we will resume right away without delay.

(Whereupon, the proceedings were recessed at 11:20 a.m., and reconvened at 11:30 a.m.)

STATEMENT OF FRANK DUNKLE, MONTANA FISH AND GAME DEPARTMENT, ON BEHALF OF HON. TIM BABCOCK, GOVERNOR OF MONTANA

Senator McGEE. Our next witness is a representative speaking for Governor Tim Babcock of Montana, Mr. Frank Dunkle.

Mr. DUNKLE. Senator McGee and members of the subcommittee, Governor Babcock asked that I bring to you his greetings. He asks further that he be allowed the opportunity to submit to you, at a later date, a more detailed letter.

Senator McGEE. Yes. We will keep the record open to permit that to be made a part of the record.

Mr. DUNKLE. Fine. Some of the details in his letter pretty much are a rehash of what you have heard. I will make a very short statement for Governor Babcock.

Senator MCGEE. All right.

Mr. DUNKLE. Before I do, however, there is a bit of banter between Wyoming and Montana as to who has Yellowstone Park. And——

Senator MCGEE. Well, that is like the flea and the elephant arguing about who shakes the bridge when they walk across it, you know.

Mr. DUNKLE. I heard—— [Laughter and applause.]

We are at it again, aren't we, Senator?

Well, I have a proper remark back for you, I hope. And that is that I learned this morning that the only two entrances that you recognize are in Montana, during the winter. There are 9 months of winter in Montana and Wyoming, and 3 months of visitors. And with nine-twelfths of the access and occupation, that should give us a good run at the \$500,000 you get.

[Building lights went off.]

Senator MCGEE. You knocked the lights out with that one.

MONTANA FAVORS WINTER OPERATION

Mr. DUNKLE. Governor Babcock asked that, for the record, it shows that Montana does favor the maintaining of certain roads open for winter use in Yellowstone Park to provide for north and south traffic and recreational opportunities.

He further recognizes that there are certain problems with winter road maintenance and facilities that must be considered and when these considerations are met, why, then the fact of winter travel can be accomplished.

I would not go any further, because many of the things have been talked about and it would be just a rehash of it.

Senator MCGEE. Well, the Governor's full statement will appear in the record.

Mr. DUNKLE. Thank you for this courtesy, sir.

Senator MCGEE. Thank you for taking the time, Frank.

STATEMENTS FOR THE RECORD

I have here statements from Congressman Arnold Olsen, from the First Congressional District of Montana, that we will make a part of the record along with his letter to me expressing his united support to this question. (The statement appears on p. 71.)

And a telegram from Congressman Hansen of Idaho, Second Congressional District, pledging his cooperation and support in this endeavor. And we will make that a part of the record at this time. (The telegram appears on p. 73.)

Now, I want to turn to the next witness, and perhaps one who has spent the most time directly on this, in sleeping with it nightly, as the president of the Jackson Hole Chamber of Commerce, Grant Larson.

Grant, would you come up here?

Mr. LARSON. Senator, if I may, I am going to stand up. I have been told that some of the people in the rear have not been able to

see or hear and requested that anybody who can do so speak up a little louder, and maybe some of the witnesses should stand up.

I do not have any prepared testimony. Were I going to submit any, it would be that [indicating approximately 3-inch-thick file]. That is the file that we have in our office of the Jackson Hole Chamber of Commerce pertaining to the opening of the road in Yellowstone Park [indicating]. It dates back some 20-odd years for correspondence with every Governor and Senator since that time.

We are always right on the verge. "It will be next year," or "the year after," or "the year after that." That is why it amounts to volumes such as this.

To start out with, I would like, on behalf of the Mayor of Jackson and the Chamber of Commerce of Jackson, to welcome all of you here today. We are certainly appreciative of Senator McGee to take the time and effort involved to hold this hearing in Jackson on this important problem.

There has been some controversy as to the amount of business that will be generated by the opening of this road in Yellowstone Park. The road is just in the talking stage right now and look at the business its already generated in Jackson. [Laughter.]

One of the main problems confronting all of the national parks, in talking with the superintendents that have been here over the years and many people connected with the Park Service, the Forest Service, and everything, is, "What are you going to do with the people?"

You hear ideas proposed for future use, future growth, such as having to have reservations to get into Yellowstone Park; having people park at the entrances and allowing visitations by bus only; having dual road systems; more roads. All of these ideas, of course, are conceivable and may eventually come to pass.

But, as has been indicated before, the easiest and the quickest way to assure more people seeing Yellowstone is to get this road opened in the wintertime.

All of these other ideas are fine, they are terrific, but they are long-range projects; they are more costly projects than this road opening in the wintertime.

There have been several studies developed pertaining to the opening of this road, as many of you know. We have here copy, which I am sure most of you have seen volumes done in May of 1958, involving the report of the Snow Survey Committee of Yellowstone National Park. It was rather extensive if, in my own opinion, somewhat slanted. But one of the things that I think is being overlooked here to some degree today is that the times are changing. Ten, fifteen years ago this business of going out into the 30-degree below zero wether and traveling in automobiles, which were less dependable than they are today, and so on, did not appeal to people.

But, as Governor Hathaway so ably pointed out, winter vacations are constantly increasing, and they are going to increase even more.

I think somebody has already mentioned that the Department of Commerce is projecting by 1970 there will be 11 million skiers in the Western United States. That is 11 million compared with a visitation to these national parks now of about two and a half million. These people want to do other things besides ski. Sure they come here to ski. They come other places to ski but they want other activities, also.

There is no more desirable wintertime activity than the visitation to Yellowstone National Park, as anybody who has ever been there in the winter can surely testify.

The only way you are going to get the people into that park in the sufficient numbers that are going to come—and I repeat that is 11 million skiers in the Western United States—is to get that road open.

EXPANSION OF PARK FACILITIES

In the next few years, the Yellowstone Park concessionaire, the Yellowstone Park Co., is going to be engaged in the building program for updating all of their facilities. I think the figure has been in advance of something like \$6 million.

If this road is not open now, or the steps taken to open this road now, these facilities are going to be built, as they have been built in the past, to accommodate summer facilities only. Therefore, this opening problem is going to repeat itself. We are going to get these vast sums pertaining to the modernization and winterization of all of these facilities.

But if this road is opened now, this \$6- to \$7-million building program that is to take place in the next few years is going to encompass some of this. They will have some of these buildings constructed so that they will have a wintertime potential.

If the road is not opened, and no pressure is put upon the concessionaire to incorporate the all-season specifications into these buildings, we are always going to be faced with the problem of the winterization of all of the facilities within the park. That is why I think that now is the time to get this job done, while these new facilities are being built.

There have been some statements made that it was not a belief that transportation, itself, should be a governing factor in opening the road through Yellowstone Park. I would like to ask one question: Why? The State of Wyoming, or any other State within the United States, has to have this consideration in opening their roads; they are not allowed to close major highways and still obtain Federal funds for them. Why then should the national park be allowed to close major highways through any particular portion of the year?

U.S. Highway 89, which is the north-south route that we are talking about, as most of you are aware, is a Canada-to-Mexico highway. It is now, with the lining up that they have in Mexico, one of the main feeder routes into Mexico and on down into Latin America. It is one of the few Canada-to-Mexico transcontinental highways. U.S. 89 is also considered to be the national park highway in the United States. Starting at the top in Montana, U.S. 89 borders Glacier National Park, Yellowstone National Park, Teton National Park, on down into Utah, Bryce Canyon National Park, Zion National Park, Glen Canyon, and that area, National Park, Grand Canyon National Park, in addition to many recreation areas. U.S. 89 is the national park highway. A closure of this road in the wintertime for a 6-month period simply detracts from any advertising value of advertising as to the year-round national park route throughout the United States.

Now, the cost of this road opening has also been discussed to a large degree. There have been statements ranging from, I think, something in the neighborhood of \$40,000 up to some \$300,000.

In 1958, the cost was estimated at some \$3 to \$4 million. That shows you how estimates can change and things can vary according to the conditions.

There has also been some mention of the distances involved, facilities involved and emergency facilities involved. If I may use the Park Service's map here, I'd like to point out some of these conditions.

WYOMING SNOW CONDITIONS

Within a radius of approximately 75 miles of Togwotee Pass on U.S. 26, we have the major passes within Yellowstone Park, the altitudes of these passes and snow conditions that have been mentioned. Sylvan Pass is rated an altitude of 8,541, Craig Pass, between Old Faithful and West Thumb, is 8,262, Dunraven Pass, up north of Canyon, I believe, is rated 8,859. Many of these passes are purported to pose a problem for snow removal and maintenance.

Within a radius of 75 miles here, with similar snow conditions maintained by the State of Wyoming, we have Togwotee Pass, with an elevation of 9,658 feet, or an average of a thousand feet higher than all of these passes within Yellowstone. Yet the State of Wyoming is never allowed and it's never considered to be able to close U.S. 26 because of snow maintenance conditions.

Therefore, it seems inconceivable to me that these same arguments should be allowed to apply to the Park Service.

Some of the distances have also been mentioned, as far as emergency facilities and so on. From Jackson to Dubois, on U.S. 26, which is a fairly long stretch in itself, the distance is about 100 miles.

From Flagg Ranch, who through contact have indicated their willingness to stay open in the wintertime and provide facilities for these businesses, the distance from Flagg Ranch to West Yellowstone is only 60 miles—I should say, 69 miles. From Flagg Ranch to Cody is approximately 125 miles.

On the other hand, from Flagg Ranch to Pahaska Tepee is only approximately 62 miles, I believe. These distances aren't near as long as the distances already involved in Togwotee Pass within a 75-mile radius of a national park.

Again, getting back to the cost of opening this road, almost everybody so far has overlooked one significant factor. All they have talked about is the cost. In some of the studies I have done on this road, it is not inconceivable to me that this could actually be a moneymaker rather than a detriment.

The Park Service, I believe now, and the Forest Service and all Government agencies, have what they call a Golden Passport, I believe the name is. This has a fee of \$7 per automobile. Should these roads in the park be opened and only 15,000 extra vehicles per year generated going through here at a cost of \$7 for a 6-month period, this would raise \$105,000 of revenue right there. That is only 15,000 vehicles per year. That isn't very much over a 6-month period when you are talking somewhat—I believe the figures are in excess of 500,000 vehicles now per year through the season that the park is open at the present time.

Also, there has never been a mention made, in assuming these costs, of the costs of the initial opening of these roads in the springtime. I have some figures here put out by the Park Service in 1957 that esti-

mated the cost of snow and ice removal of Yellowstone Park in the neighborhood of \$47,695. I am not in any position to question these or attest to the validity of them. This was a figure submitted by a Park Service official in 1957.

If you deduct this annual opening cost from the cost of maintaining these roads, it gets, again, into a much more realistic figure.

The Park Service pointed out that they now have the road between Gardiner and Cooke City open. This was done just within the last several years. The difference between the travel in Yellowstone, between 1965, from January 1 until the 30th of May, and 1967, between January 1 and the 30th of May, increased in vehicles about 55 percent. That was accomplished primarily by a little advertising and opening only one small section of the road. Fifty-five percent by the efforts that have been done so far. That is an awfully big percentage to have accomplished in 2 years.

The opening of the remainder of the roads in Yellowstone, and particularly the north-south route, could have an equally large effect. I believe everybody is underestimating the travel potential there.

ECONOMIC BENEFITS

Much has already been said about the evaluation of the property used as tourist facilities, throughout the intermountain area relating to Yellowstone Park. I don't need to go into that.

The taxes alone that these businesses pay, that is collected by the State of Wyoming and the other States, the personal property tax involved in these facilities, and so on, the income tax derived and generated from these facilities, are again offsetting factors when considering the cost of initially opening these roads.

It is my opinion and the opinion of the people in Jackson and the Jackson Chamber of Commerce that there is only one fair way to find out about this and that is: Open this U.S. 89 from Teton Park all the way up through to Gardiner, and any facilities that are needed, on a trial period of, say, 3 years; see if the travel is there; see what the costs are; see if the people don't want to take the visitations.

If it proves completely unworkable and unfeasible, shut it down again. But, the only way you are going to find out is to give this road a chance. If this road is then opened, this U.S. 89 Canada to Mexico route with the only blockage being within Teton National Park, then the time would be feasible to open the other route over into Cody, because this, again, is—all of the factors which apply on the north-south route actually apply equally well on the east-west route.

The whole thing has got to be opened. But, for the sake of economy and a trial period, we advocate the opening of U.S. 89 north and south for a trial period to see what the actual expenses are, to see what the actual travel will be. All of the people outside of the park, as an example, are vitally interested in this, and the merchants outside of the park feel it's going to be a moneymaker.

If all of these facilities throughout the States of Idaho, Montana, and Wyoming feel it is going to be a moneymaker, why then is it going to be a loss for the Yellowstone Park Company within the park. After all, they will be right in the center of it. See if they do sustain the losses that they are talking about. All of the talking, all of the reports, all of the snow surveys, all of the committees that have been appointed so far have never actually been able to pin the thing down,

Estimates that you have seen here today have ranged in costs vastly different. All have been done by competent people, competent authorities with, shall we say, maybe a few different things in mind.

There is only one way that you are ever going to get a fair trial in in this thing and that is to get this road opened.

I would like to submit one letter from a group, the Jackson Jaycees. We have many other letters coming into the Jackson Chamber of Commerce indicating support for this project.

I have talked with Max Rich, of the Salt Lake Chamber of Commerce, on it, who is vitally concerned because of the whole intermountain area—trade area. Also being on U.S. 89, they are behind it 100 percent. They were not, I don't believe, able to send anybody here to testify, because they are deeply involved with this international judo competition.

So, even outside of the three concerned States, there are people vitally interested in this thing. This U.S. 89, after all—once again I want to mention as the "National Park road"—goes from Canada to New Mexico with the only blockade being in Grand Teton National Park. Other States and other peoples are vitally concerned with it.

I think we owe it to the people of the United States and to the investors and the people of the intermountain area and the area associated with the park to get this road opened for a trial period and see just exactly what the economies and business generated is.

Once again, on behalf of the people of Jackson, on behalf of the Mayor and the Chamber of Commerce, I'd like to welcome all of you here. We have been glad to have you here. We'd like to urge your continued support on this project. We are sure we will get the job done this time so we won't have to increase this volume, of course.

[Applause.]

Senator McGEE. Thank you very much, Grant. We want to thank you, personally, for all the cooperation we have had with your office these past several days. It is no simple task to get a procedure like this off the ground. You have been very helpful with Dudley Miles and with all of the angles on this necessary to getting this underway. And we want you to know we really appreciate it.

Mr. LARSON. Thank you. You are certainly welcome.

ENDORSEMENTS OF CHAMBERS OF COMMERCE

Senator McGEE. As long as you have mentioned the point, we will include in the record, as a part of the record, this endorsement from the Cody Club; from the Chamber of Commerce from Evanston; from Laramie—the Chamber of Commerce; the Salt Lake City area Chamber of Commerce; the Greybull Chamber of Commerce; Torrington Chamber of Commerce; Rawlins Chamber of Commerce; the Campbell County Chamber of Commerce at Gillette; Powell Chamber of Commerce; the Lions Club of Kemmerer; the Chamber of Commerce at Green River; the Douglas Chamber of Commerce—I am trying to confine this to chambers of commerce for a second here—the Buffalo Chamber of Commerce; the Logan, Utah, Chamber of Commerce; and the Basin Chamber of Commerce.

In addition, we have some other chambers of commerce people here who will have something to say in the course of the hearing. But I thought those would be appropriate to your comments, as to the interest in sustaining this opening is very, very widespread.

These others we will make a part of the record a little later on, as they pertain to other points.

STATEMENT OF JACK KNOTT, MANAGER, ASSOCIATED GENERAL CONTRACTORS OF WYOMING, INC.

Senator McGEE. The next witness is Mr. Jack Knott, the manager of the Associated General Contractors of Wyoming.

Is Jack here? Yes.

Mr. KNOTT. Senator McGee, I am Jack Knott of Cheyenne. I am the manager of the Associated General Contractors of Wyoming, the statewide association of highway and heavy engineering contractors and related industry for the State of Wyoming.

This statement I will make is presented on behalf of and at the direction of the Board of Directors of the A.G.C. of Wyoming.

As you know, we have studied, to the best of our ability, the basic problems of keeping roads in Yellowstone Park open throughout the winter months. Such study, which was made at the request of responsible elected officials from our State, included the talents and time of persons from our industry who are experts in their field. Many are graduate engineers, they are skilled in the various uses of available equipment under all sorts of conditions and all are experienced business administrators in the construction industry.

It is the conclusion, from the results of such studies, that major roads in some areas of Yellowstone National Park can be kept open on a controlled basis; and that the cost of keeping such roads open under the prescribed conditions will not be unrealistic, but comparable to similar roads on the State highway systems in this region.

TRIAL PERIODS RECOMMENDED

More specifically, we recommend that on a trial basis for a minimum of a 3-year period that the road from the south entrance to West Thumb Junction, around the west side of the Loop to Norris Junction, the Idaho entrance road, and from Norris Junction to Mammoth Springs Junction be kept open. The north entrance to Mammoth Springs Junction is presently open.

We recommend that such opening be under the following conditions:

That the road be open only for daytime use, which will preclude the need for overnight lodging and other facilities within the park, except for a limited number of rooms for emergency use only.

The only facilities for regular use of travelers to or through the park then would be those which are presently available along the recommended open route—gas and other automobile needs, food, and sanitary facilities.

Also, that the roads be closed during any severe winter storms and remain closed until cleared and safe again for travel. This is the same conditions under which most mountain roads and similar heavy snow conditions now are kept open.

(This portion of statement not read but made a part of the record.)

What are some of the obvious advantages of keeping the route recommended open?

First, it would allow park visitors to view many of the major attractions of the park, including Yellowstone Lake, Old Faithful

and other water and thermal attractions, some of the winter game range, and enter or leave from three directions encompassing three different States, Idaho, Montana and Wyoming.

The route opened could be driven comfortably and safely from nearby towns in any of the three States, covering all the things they might wish to see and yet leave the park easily during the daylight hours.

Second, by opening this route much local and regional travel which now must detour widely to State highways which are open in order to get from one part of the region to another would have a much shorter route available for use.

For example, travelers from Jackson Hole to western Montana now must detour entirely around through the Big Horn Basin of Wyoming or through Idaho. A look at a map will show that keeping the recommended road open through the park would aid and encourage such regional travel and movement of goods and commerce.

We do not want to imply that it is impossible to keep other entrances to the park or other roads within the park open from a physical standpoint.

For example, the people of Cody from our State may well wonder at our exclusion of recommending that the Cody entrance be kept open.

It is our conclusion that it is not practical, although possible, to keep the road over Sylvan Pass open. In future years, this could be reconsidered or an alternate route through Sunlight Basin used.

The remainder of the loop also could be reconsidered for being kept open if sufficient use was apparent.

Such roads might logically be kept open each year until snowfall and depths made snow removal impossible with a normal truck V-plow. This would lengthen the season of their use somewhat.

Now for the question of how the roads should be kept open; if authorized.

(End of included copied portion.)

Now, the obvious advantage of so opening have been elaborated in great detail today. Because it has, I will knock some of this off.

It has been brought up today about doing this by contract. We of the Wyoming Contracting Industry firmly and unqualifiedly believe that the free enterprise way of doing things is in the public interest, because it usually is cheaper, more efficient and taxes are paid on the materials and equipment as well as taxes by the owner of the business on his profits, if any. Wages, too, to employees are usually higher than those paid by government bodies.

The above statement is not made or meant to be downgrading or critical of government agencies or their employees, most of whom do a conscientious, capable job. However, the facts, time after time, show that the free enterprise system works better.

Snow removal, traditionally has been done by government bodies with their own personnel and equipment. There are some sound reasons for this. In Wyoming, our State highway department does a most efficient and economical job of road snow removal and related work.

Speaking specifically about the roads being considered to be kept open in Yellowstone Park, we would like for consideration to be given to the contracting for snow removal and related services to the lowest reasonable bidder under given specifications and for a specific period of time.

We offer our cooperation in working out the specific details with the responsible authorities.

As has been mentioned, Teton County, the county we are in now, which has contracted for snow removal for several years, their results show the practicability and logic of doing such work under the specific circumstances by the contract method.

On behalf of the members of the Associated General Contractors of Wyoming, and myself, I thank you for allowing me the opportunity of presenting our conclusions and views to you today. And we will be glad to help in any other manner, at any time, with anyone working on this.

Thank you, Senator.

Senator McGEE. I want to thank you, Jack, and your full statement will appear in the record as though read.

Mr. KNOTT. Yes, sir.

Senator McGEE. I notice one thing in your statement that maybe you would care to comment on very quickly, and that is, among your conclusions was the suggestion that there might be some delay or question about keeping the east entrance open.

Mr. KNOTT. Yes, sir. We believe that under normal circumstances the season for keeping the east entrance open, as well as some of the other roads, can be extended by plowing with a V-type plow until this becomes impractical.

Secondly, we firmly believe that the building of the Sunlight Basin road or the Clarks Fork road, is very much in the picture and it should be encouraged and pressed as quickly as possible.

Senator McGEE. Whenever we talk about the Clarks Fork road, we will leave Sunlight Basin out of it and then we will get much less static on what is taking place. I found this out the other day when we were going through, to say this is the Clarks Fork road.

Mr. KNOTT. Yes. But, Senator, there is no doubt in our minds that the keeping of the road that is under question, the north-south road, can be done at a reasonable cost and it can be done safely and, we believe firmly, that it can be done with a user benefit ratio that is very comparable, although we, as many other people have mentioned, don't know how much use will be made. But, let's find out.

Thank you very much.

Senator McGEE. We are going to try to take a break here for a little bit of lunch. If we got you out of town without your having to buy a lunch, Grant would never forgive us. That is part of the gimmick here, you see. And we will aim at around 12:20 or 12:25. That is the time that we will adjourn here. I have now 12:05. And we will quit in about 15 minutes and take, at most, an hour for lunch, if we can hold it to that, so that we can get underway. We hate to penalize others who may still wish to be heard, and we will proceed from that point.

STATEMENT OF H. O. ENGLISH, REPRESENTING CASPER CHAMBER OF COMMERCE AND YELLOWSTONE HIGHWAY 26 ASSOCIATION

Senator McGEE. The next witness is Tex English, president of the Yellowstone Highway 26 Association.

Tex? For the record, that is H. O. English. You don't have to put on your coat for that, either, Tex.

Mr. ENGLISH. Mr. Chairman, Senator McGee, before I start my statement I would like to point out that the maps that the National

Park Service have before us indicates very definitely that they are not in the frame of mind of opening Yellowstone Park.

I have heard of this road and have worked on this road for 20 years. There have been many studies, none of which gave us any results. The road to the northeast of the park, I do not object to, certainly. And I do not object to the Grassy Lake Road. We are here for the purpose of trying to get a road opened into Yellowstone but not to divert our attention to roads around or adjacent to Yellowstone Park.

Senator McGee, I am here representing the Casper Chamber of Commerce, which has approximately 1,100 members, and Yellowstone Highway 26 Association, of which I am president. This association consists of each chamber of commerce along the Route 26 from Torrington to Jackson. Consequently, we represent here at most all of the businesses along this route.

Mr. Chairman, it is an honor to appear before you and your committee. I want to congratulate you and your committee, on behalf of all of the people and individuals I represent here at this hearing, for your devoted interest to Wyoming's problems and your continued efforts in solving these problems.

The purpose of this statement is to encourage the National Park Service to keep the south gate of Yellowstone Park and related roads open to West Thumb and Old Faithful on a 12-month continuous basis, and the entire park open as soon as possible and practicable.

It is quite obvious the park system cannot tell us what the benefits will be to the national park system, the Yellowstone Park Co. or to the citizens in Wyoming and adjoining States, in keeping this road open on a year-round basis. It is almost like saying, "Which comes first—the chicken or the egg?" There is no way, at this sitting, and there is no way after studies, to get accurate figures in answer to this question—what the benefit would be—until after the park has been kept open, I would say at least 5 years. Naturally, because of the lack of positive information as to the benefits, it is impossible to make projections on the soundness of the economics.

ECONOMIC BENEFITS FOR HIGHWAY 26

I might add that part of the economic benefits to be derived from keeping Yellowstone Park open 12 months out of the year would be: Along Highway 26 the highway businessman has invested \$500 million in service stations, motels, hotels, and other business and recreation facilities. There are about 100,000 people living along this route and its corridor of influence and, certainly, keeping the south gate open would extend the present tourist season from its present two and a half to 3 months to maybe 6 to 9 months, and there would be great economic benefits to all of these people, to say nothing of the rest of the people of the State of Wyoming or the people in the adjoining States.

It has been said that each tourist day spent in Wyoming is worth \$23 to the people of Wyoming. If these tourist days are increased by, let's say, at least 180 days, and assuming, within 3 years, one-half again as many people are attracted to Wyoming during this extended period, we could increase the income from this source by about \$50 million per year. This, in turn, would create a larger tax income base for the State of Wyoming.

The national park system will say at this hearing, I am sure, and they have already made this statement, that the Federal Government cannot afford to keep the park open on a 12-month basis because of the cost of improving and maintaining the highways and other facilities.

This is not the only deep snow country, Senator, where roads are kept open on a 12-month basis. It isn't the deep snow country where snowplows of all different kinds and makes are used. And, certainly, these roadways, other roadways, are traveled where snow is just as deep. And I'd like to add, the picture that the Park Service put on the board, I think, was unfair, because it drastically shows the worst possible condition, where they had the picture of the automobile in the snow depths. I think this is very unfair. I have been through Yellowstone Park in the wintertime, and I'd like to see everybody go through Yellowstone Park in the wintertime.

I have been informed the equipment costs to keep this route open would be about \$300,000. This is capital outlay. And, certainly, this equipment would not be used up in 1 or 2 or 5 years. The annual labor, equipment and material expenditures run about \$60,000 a year, which is, really, the figure we are talking about and, certainly, if the National Park Service, in conjunction with other Federal agencies of the Government, cannot spend somewhere between \$60,000 and \$100,000 a year to help the economy of Wyoming and this area, and more particularly the 100,000 people that live along Highway 26 or within this corridor of influence, then they are not really interested in assisting the economy of Wyoming and its citizens.

I have heard it stated that the present operators in Yellowstone Park cannot afford to expand or improve the facilities within the park because of the lack of definite economic information on what the cash flow might be, as it is related to capital outlay for development of additional facilities or improvement of present facilities. The specific expanded facilities should be determined only after a study has been made by private business for the U.S. Senate.

I have had some conversation with other interested reliable financiers—and these financiers, I might add, are willing, ready, and able to do what I am about to say—and if the national park department would do away with the complete monopoly that now exists in Yellowstone Park and do one of two things, either let other operators operate within the park, or, if the present operators in Yellowstone Park can't, in their best judgment, see their way clear to invest the necessary capital to install the required facilities and improve the present facilities, then the exclusive monopoly should be turned over to another operator. And the operators are waiting at the door ready to take this over. In this way, I am sure, these facilities could be provided without any cost to the Government or the State of Wyoming.

In fact, under any conditions, based on the American free-enterprise system, in my opinion, it would be better to have two operators in Yellowstone Park than just one. Competition never hurt anyone.

ROYALTIES FROM FEDERAL LANDS

Gentlemen we live in a State that only receives 22 percent of the income from the total lands within the State boundaries. The other 78 percent goes to the Federal Government. And here I am only referring to the income as it is related to oil royalties and grazing

fees and other special fees of this kind. And what we are looking at here, and what we are discussing here, and what we are hoping to accomplish here, is that the National Park System will do something—anything—to help this 22-percent area, and the population of this area, increase its income so that the residents will have a better State, not only for residents of Wyoming but for the 2 million plus Yellowstone visitors—mostly out of State—we have each year. We understand that a questionnaire is now being used in connection with the present visitors to Yellowstone. We also understand that most all of the visitors from the Midwest section of the United States want the park kept open on a year-round basis. This study has not been completed.

Now, they are doing this, I believe, at each entrance. And this information I have been able to acquire by visiting with the person that is getting the card signed. But at the end of this tourist season—summer tourist season—it should not take very long to get the results of that study. And I would like for that to be a part of this record. And I believe that the State of Wyoming could furnish this to you, sir.

Senator McGEE. Yes. It will pose a problem, timewise, because the season won't end until somewhere along in the fall. And we'd like to get this record wrapped up a little bit before then so we can get busy. If we wait until the close of the season, we will be dragging our feet again into another season. So, I think we will have to make that an appendage to the record a little later on.

Mr. ENGLISH. Fine. We have a great national problem today that we all know about, and the problem is discrimination against certain groups of our population. But here it seems to be a case where the U.S. Government actually discriminates against one of its States. The Federal Government takes 78 percent of the income from Wyoming, and I am here specifically speaking in terms of only oil royalties, grazing fees, and other fees—not income taxes or other taxes—taken by some 12 to 16 Government agencies.

The income to the Federal Government from the State of Wyoming on oil royalties alone, since the first discovery, amounts to about \$600 million. The grazing fees paid to the Bureau of Land Management by the ranchers in Wyoming for the year 1965 amounted to about \$650,000. You project this over a 50-year period and it gives you the figure of some \$325 million. This, added to the royalties the Federal Government has taken out of the State of Wyoming in the last 50 years makes about \$1 billion. This is in addition to what other agencies take out of Wyoming. The exact figures are a little difficult to come by because of the fact that there are so many agencies involved and there are so many different methods used in collecting and handling these funds.

I would like to add that the Wyoming budget for 2 years, beginning July 1, 1967, and ending July 1, 1969, is \$66 million. I would further like to add that the oil royalties and grazing fees collected from Wyoming by the Federal Government for the same 2-year period will be about \$42 million, which is over half of the total budget for the State of Wyoming for the same period. The Federal Government does give some of these funds back to the State of Wyoming on a yearly basis—in some cases 37½ percent—but this is after certain administrative costs are deducted.

I believe, if you will check the records thoroughly, you will find the Federal Government has taken more money from the State of Wyoming than they have spent in the State of Wyoming, on all projects,

and I am only talking about moneys the Federal Government receives from lands in Wyoming and not from income taxes or taxes of this nature.

The Federal Government has great pride of ownership of all of this land in the State of Wyoming, including Yellowstone Park, and I am not referring to all the Government agencies that operate within our boundaries. But they don't seem to realize that there is an obligation that goes along with the landownership.

If you own land anywhere in fee, whether it be the Federal Government or a private individual, you have certain inherent obligations to look after this land and to develop the same. If an individual owned this much land in the State of Wyoming and did not carry his share of the burden, I am sure the entire public, including the Federal Government, would think he was an old "Scrooge," or something of this nature.

The Federal Government is working on a scenic roads program. This scenic roads program is to cost a minimum of \$4 billion or a maximum of \$8 billion. This program is covered by a booklet prepared by the U.S. Department of Commerce for the President's Council on Recreation and Natural Beauty. And I would like, Senator, to give this committee a copy of this report and let it become—

Senator McGEE. Fine. We will let that become a part of the file of the committee.

OUTDOOR RECREATION AND SCENIC ROADS

Mr. ENGLISH. I would like to quote from this brochure:

Outdoor recreation, it is predicted, will triple by the year 2000, and that is only thirty-three years from now.

And I firmly believe, in my opinion, that this will more than double based on the last 2 years' studies.

Leisure time is increasing, longer paid vacations, and increased disposable income support the need to develop our resources.

Gentlemen, keeping the south gate of Yellowstone Park open is developing our resources. I quote further:

Seventy-two percent of the public recreation acreage is located in the West where only 15 percent of the United States population lives. Travelers and tourists spend about \$30 billion annually in the United States.

If we are successful here in getting the national park system to keep the south gate open, and to further improve its roads and related facilities, and to get the Federal Government to pay its fair share of developing roadways in the State of Wyoming—and, by "its fair share," I mean this: If the Federal Government would take the money it derives from Wyoming in just oil royalties and grazing fees, and pay 100 percent of the road costs on 78 percent of the roads in Wyoming, which is exactly the amount of land they own in Wyoming, and then let Wyoming pay the same as other States for the remaining acreage, or 22 percent of the State ownership, then the people of Wyoming could enjoy more of the \$30 billion that is being spent in the United States annually by travelers and tourists.

I want to quote further from the scenic roads brochure:

Public agencies should take the initiative in supplying incentives for private enterprise to furnish public facilities and thereby enhance the beauty and use of this wonderful scenery.

We are here trying to get one agency to supply the incentive to private enterprise by keeping the south gate of Yellowstone Park open on a year-round basis.

In connection with the scenic roads program, the Yellowstone Highway 26 Association is having an annual meeting in Casper on September 15. We asked that someone from the President's Council on Recreation and Natural Beauty appear at our meeting and inform us in some detail on what the scenic roads program really meant.

We have received a letter from Mr. Daniel M. Ogden, Jr., Assistant Director for Recreation and Natural Beauty, U.S. Department of Interior, on June 23d, 1967, wherein Mr. Ogden states, and I quote:

The President's Council has deferred further work on the Scenic Roads program until September, when its staff will undertake the program, planning and budgeting analysis required by the Bureau of the Budget. Thereafter, many key policy decisions will be ready for submission to the Bureau of the Budget and the President. Consequently, that action may not be completed until sometime next year. At this time, therefore, a speaker for the Council could describe only the report published by the Department of Commerce.

End of quote.

Needless to say, sir, we do not have anyone from the Department of Commerce or the Department of the Interior coming to explain the scenic roads program to us at our annual meeting. However, in the Casper Star-Tribune on Saturday, August 5, 1967, Senator, there is an article having to do with a trip through Sunlight and Clark to Cooke City, Mont., to inspect the new proposed highway from Clark to Crandall Junction. And I want to quote the last paragraph from this article, and I quote:

This proposed all-weather route into Yellowstone Park has top priority on the Wyoming Highway Department application for Federal assistance from the public land funds and Wyoming Scenic Highway Program. And I want to say again, "Wyoming scenic highway program."

It is quite evident that some departments of government are now using and implementing the scenic roads program even though it has not been approved by the Federal Government, as stated in Mr. Ogden's letter of June 23. I want to call to your attention that the south entrance to Yellowstone is also in the scenic roads program.

Senator, in the past, as far as I know, bills of many different kinds are prepared by various agencies in Washington, D.C., after much research, and the bill is then presented to the Senate and the House for passage, with all kinds of recommendations for a "do pass" from the particular agency presenting this bill. In each case, again as far as I know, somewhere in the latter part of the bill there is a statement similar to this: "That the bill will be subject, if passed, to the rules and regulations as promulgated by the Secretary of the Department."

Sometime in the future you are going to be asked to consider a scenic roads bill. When the U.S. Congress is deliberating, attempting to intelligently either pass the bill or reject the bill, would it not be a good idea to have the Department that is supporting the bill furnish the Congress with the specific rules and regulations that are going to govern the bill so that these rules and regulations can be considered by the Congress before the actual bill is passed into law?

I am sure you are acquainted with the fact that the U.S. Congress, and you, sir, have voted for and passed bills with certain intent, and in many cases the rules and regulations as promulgated after the

passage of the bill sometimes changed the intent of the U.S. Congress. This is one way the executive branch of our Government supersedes the legislative branch.

There is another item that has to do with the economics of keeping the south gate open. The National Park Service has their national office at the present time in Omaha, Nebr. And I know of no Federal or national parks of the magnitude of Yellowstone Park or Grand Teton Park that is located within the State of Nebraska. If the National Park Service would move their office to Wyoming, I am sure that they would save, in travel expenses alone, more than the \$60,000 (sic) estimated to keep this road open. [Laughter.]

President Johnson has just recently advised all departments of Federal Government to scrutinize their expenditures in some detail with the sincere thought of cutting the overall national deficit of our Federal Government. It is certainly one thing that the National Park Service could do to assist the President and the American public with the saving of some Federal funds and to do more and a better job for the American public.

Gentlemen, I wonder how many of you have visited Yellowstone Park in the wintertime. I have. And I have been around some, and I would like to add that I have never in my life seen such beautiful scenery and wonders of nature that you can see in Yellowstone Park when it is blanketed with snow. There are some features about the park, such as the warm springs, that keep certain waters open, at least most all winter long, which allows for migratory birds to settle here and obtain food.

One of the trips I took through there, I saw many different types of fowl, some exotic and some not exotic. But, they were quite beautiful.

The park is also loaded with bear, elk, coyotes, deer and many other wild animals. And really, you don't know what to expect until you go through there. Now, certainly, the bear are in hibernation, but the other animals are not.

I would like to add that the snow in Yellowstone Park in the wintertime is as white and clean as the old proverbial saying, "As pure as the falling snow." There is no industrial dust or smog to discolor this snow. And when you drive through the area with the sun shining, it looks like 100-billion diamonds lying on the face of the earth.

I am sure that once even a few persons view this scene, the word-of-mouth advertising will be more than sufficient to fill the park with people in the wintertime.

Senator, the whole purpose of this statement has been given for the reason that we would like to see, at this time, the south gate of Yellowstone Park kept open to West Thumb and Old Faithful on a 12-month basis, and, in time, keep the entire park open year-round. All we are here attempting to do is to secure from the National Park Service approximately \$60,000 per year, but under any conditions, I would guess not over \$100,000 per year, to keep these facilities open.

I am sure the economic advantages more than offset the disadvantages. I sincerely hope that your committee and the National Park Service can see fit to spend these funds each year to keep this facility open and assist the economy of the State of Wyoming.

Thank you very much, Senator, it has been a pleasure appearing before your committee. I sincerely hope that the results of this hearing will be that the south gate of Yellowstone Park will be kept open, and I do mean starting with the winter of 1967-68.

Thank you, sir.

Senator McGEE. Thank you very much. I think just to clear up one little part of the record there, that was Tex's allusion to the funds from the Bureau of Public Roads in their public land funds and the President's scenic road program. There is no connection whatsoever.

The public lands fund, available to the Bureau of Public Roads, has been available for many years. It never is enough. We get in on it because we are a public land State. The average available in a year under that fund has been around \$11 to \$12, \$13 million, for which there are umpteen million grabbers. Everybody has a road that "ought to fit under that."

At the present time, we have two projects in Wyoming under way within that fund. It is slow going business. We have been able to get about a half million dollars a year, a little over that, for Wyoming from that fund, which is a disproportionate share, I hasten to add, but we believe that we, because of our great public land stake in this State, that we do not need to be shy about requesting it. And the two projects that we have under way right now parceling out those funds are the east side road of the Flaming Gorge and the Clarks Fork road on the way from Cody to Crandall Junction. It takes just a little bit at a time.

But, that is the program that they were alluding to there. It does have no connection whatsoever with the President's scenic road program. So, I think the record ought to be straight on that. It isn't a matter of either bypassing the Congress or overreaching them, or any other in that realm; this is a legitimate program that is long standing.

Mr. ENGLISH. Senator, all I was attempting to do was to quote the newspaper article.

Senator McGEE. But, it was applied to the wrong program, the quotation. So, I think the record ought to straighten that out.

The Lander Chamber has some time problem, do I understand correctly, in terms—

Mr. MASON. We would like to be able to get on the docket and out by 3 this afternoon.

Senator McGEE. Well, supposing we put you on first right after lunch?

Mr. MASON. That would be wonderful.

Senator McGEE. And then we will proceed. We have set up a procedure in alphabetical order, and we will leave the "L" off of "Lander" and start with you.

We will recess until 1:30. Reassemble here at 1:30.

(Whereupon, the proceedings were recessed at 12:30 p.m. and reconvened at 1:45 p.m.)

Senator McGEE. The afternoon session of the deliberations will come to order.

We will try to move as expeditiously as we can here. We have a lot of statements yet that at least will be made a part of the record.

As per our agreement, the Lander group does have to get out on its way to another commitment and, Joe Mason, would you put this on the record?

Mr. MASON. Thank you, Senator. I would like to submit for the record four pieces of information of literature there.

Senator McGEE. Fine. They will be made a part of the record in connection with your statement.

Mr. MASON. Yes, sir. Thank you, Senator, for changing Lander to "Ander" and allowing us time to get on the agenda and accommodate our time schedule.

Senator, I commend you and your subcommittee for the interest and attention you are giving this project here today.

Now, to receive proper recognition for Highway U.S. 287, let's drop the 2 and have 87 get equal time with 89.

Senator, we have submitted, for the record, resolutions from the Lander Chamber of Commerce, from the Motel Association, from Zanetti Bus Lines, and from our Lander Snowmobile Club. To eliminate repetition, I would like to refrain from expounding on these resolutions. However, I do have some brief information, in addition to those, that is not included in those listed materials.

The National Park Service has indicated that this task before us today is burdensome and cost prohibitive to their Department and to the park concessionaires. It seems to me that they are most hesitant to take the initiative in implementing this program. I wish further to submit that a private industry with vision and imagination for the future of our growing tourist industry has on order two front-wheel drive buses with positive heating systems to tour from Rawlins through Lander, Dubois, Jackson, and would be available to travel into Yellowstone Park if the demand was there. They are not hesitant to take the initiative in servicing our winter tourist industry, and without assurance of any certain amount of profit.

Point No. 2 that I would like to talk about, let's rationalize a bit these cost factors that have been tossed around here today concerning the project of a North-South route through Yellowstone Park and Grand Teton National Park. Today we have about 140 delegates in attendance interested in this project. Conservatively, these gentlemen are here at their expense of approximately \$100 each. This meeting represents accumulated expenses of \$14,000.

PROMPT ACTION ADVISABLE

The statement has been made a number of times today that hearings, committee meetings, meetings of all sorts, have been held in Jackson, Dubois, Washington, D.C., and other cities, concerning the implementation of year-round access into and through Yellowstone Park. The amount of money that has been spent over the last 15 or 20 years could well amount to that sum which could have, by now, implemented, at least, a 1-year program to see whether or not this project is feasible, economical, and practical.

We have talked about the "whys," and the "why-nots," for 15 or 20 years. And I agree with several who have made the statement today that we have talked long enough and now it is time to get into action.

Thank you, Senator.

Senator McGEE. Thank you very much.

STATEMENT OF W. E. SUTTON, DEPUTY STATE HIGHWAY
ENGINEER, WYOMING HIGHWAY DEPARTMENT

Senator McGEE. Is Bill Sutton here?

Mr. SUTTON. Yes, Senator, I might say that I was delighted to hear that you were going to hold this hearing. I have been somewhat connected, over 15 years, with studies on the feasibility of opening the park, I have sat on several committees, and, so, I felt that real progress was being made when we come to this stage.

Now, I am not going to be repetitious. There has been some repetition, there will probably be more later on, but I am going to read my statement in its entirety, because I firmly believe that it's going to be the shortest statement that is going to be made here today.

I am W. E. Sutton, deputy State highway engineer for the Wyoming Highway Department.

I have worked for the Wyoming Highway Department for more than 40 years and have been closely connected with snow removal operations on the State highway system since the first mountain pass was kept open in our State in the early 1930's.

I have observed snow conditions encountered by Yellowstone National Park snow removal crews while opening park roads, for many years. I have also traversed the major portion of the roads in Yellowstone Park in a snow vehicle during the winter months.

It is my opinion that roads in Yellowstone National Park can be kept open to winter traffic throughout the year at a cost comparable to the costs incurred by the Wyoming Highway Department in keeping similar roads open in Wyoming.

Thank you, Senator. [Applause.]

Senator McGEE. Thank you, Bill. I wish Senators could make speeches that short.

STATEMENT OF PETE SCHULTZ REPRESENTING U.S. HIGHWAY 20
ASSOCIATION

Senator McGEE. Let's see, Pete Schultz from the U.S. Highway 20 Association.

Mr. SCHULTZ. Senator, members of the commission here, we are forgetting one fact that when this park was set aside one line in here says, "This was dedicated to set aside as a public park of pleasuring ground for the benefit and enjoyment of the people." Let's not lose sight of that fact, that that park belongs to the people.

And I represent Highway 20, which crosses from Boston, Mass., to Newport, Oreg. There are quite a few communities on that route, and we have a lot of people to satisfy. And where you can do the most good for the greatest number of people you will consider Highway 20.

Now, it's never been brought up that snow fences could be built up on Sylvan Pass. Never even been tried. They say, "We have to have a snowshed there for 1 mile." Well, for 1 mile, what additional expense it would take to keep Highway 20 open, it would be a drop in the bucket for the benefit of the number of people living on Highway 20 and enjoying the park in the wintertime.

Meeting with a bunch of people like this, big brass, gives you butterflies in your stomach, you know. And if any of you see any butterflies flitting around, I wish you would smack them for me.

We have a resolution here. Do you want it read?

Senator McGEE. I think we can just make it a part of the record.

Mr. SCHULTZ. OK. Both from the Highway 20 Association and the Cody Chamber of Commerce (see appendix).

I have a list of elevations here of different passes across the Rocky Mountains and the States of Colorado, Montana, and Wyoming. And Sylvan Pass is among the lowest of all of them, and I think it should be given due consideration for serving the most people in the community, or all over the United States, for that matter.

I would like to read some of the correspondence we have had that Highway 20 is the only coast-to-coast highway that is not kept open during the winter, and Wyoming has been discriminated against for years on park roads. The 58 miles from Mammoth to Cooke City has been kept open for the previous number of winters—I don't remember how many exactly—and the only excuse for it is to get the mail to Cooke City, which is simply a commercial enterprise.

Keeping Highways 14, 16, and 20 open would make travel possible across these national routes on a year-round basis. If the Yellowstone Park Co. does not want to provide facilities through the winter, they are not needed. This stretch [indicating] is only about the same length as the stretch between Lander and Farson or Dubois and Jackson, and all of these roads are kept open during the wintertime by the Wyoming Highway Department. Of course, the same thing is true with Shell Canyon road and Tensleep Canyon road over the Big Horns. No facilities whatever are offered on any of these roads or routes, and none are necessary.

ECONOMIC CONTRIBUTION TO HIGHWAY 20

The U.S. Highway 20 open through the park during the winter would not only help tremendously the economy of Wyoming, as has been stated before, but would materially strengthen that of the Midwestern States, like Nebraska, South Dakota, Iowa, as well as Idaho, Montana, Oregon, and Western States. It would open up a whole new transcontinental route for winter and travel which is now blocked off by reason of the fact the road is not kept open through the park in the wintertime.

I could go on and on but a lot of stuff would be repetitious, and so I will quit here and hope for your consideration.

Senator McGEE. Thank you very much. Let's see, is Tom Kimbal here? Tom Kimbal was interested in this. He is executive secretary of the National Wildlife Federation. I think he is probably counting elk.

Mr. MILES. He is out on the Gros Ventre.

Senator McGEE. If he has a statement, we will put it in the record when the time comes.

Several people who were here this morning have handed me their statements so that we can make them a part of the record. Because of distance factors, they had to move along.

The statement from the West Yellowstone Chamber of Commerce; one from the Helena Chamber of Commerce; one from the Montana Chamber of Commerce; and then we have another that was submitted here from the Highway 89 Association from its director, Mr. Guylen R. Lane; that will likewise be made a part of the record.

We have received some telegrams here, one from Perry Martin, who is the president of NOWCAP, up in the Big Horn Basin, endorsing the move; another from Mr. Kermit Rippee, the mayor of Rawlins, Wyo., pledging support of his city to the project; from Mr. N. T. Brown, the mayor of Thermopolis, likewise pledging the support of the community of Thermopolis to this project.

Jackson Motel-Hotel Association, likewise wants on record. The Worland Chamber of Commerce, here this morning ready to testify, has said that most of the points that they felt very strongly about had already been made and if they could make their statement a part of the record it would be sufficient for their purposes. And we will make that a part of the record at this time.

And now, after "A" comes "C," I guess, doesn't it?
Bud Webster here from the Cody Club.

**STATEMENT OF C. E. WEBSTER ON BEHALF OF THE ROADS
COMMITTEE OF THE CODY CLUB**

Mr. WEBSTER. Senator McGee, gentlemen of the park service, I would like to make this statement in total.

Briefly, my name is C. E. Webster. I represent the Cody Club, Cody's Chamber of Commerce, which was organized in 1900 and has been active in road improvement since that time. The Cody Club was active in opening up Yellowstone to automobile traffic for the first time August 1, 1915.

PAST EFFORTS OF CODY CLUB

The records of the Cody Club show that an extensive effort was first made by this organization for the opening of Yellowstone on a year-round basis in 1931. We are old-timers at this. Mr. Chamberlin, who wrote the history of the Cody Club in 1940 included a statement, "That probably 10 years from now it will be hard to believe that the roads to Yellowstone were never open to year-round travel." This has been a top project continuously since that time.

Now, if Yellowstone is opened up to winter travel, whether it is for its scenic beauty, winter recreation, or just traveling through, we at Cody do not care. We do know that if the East gate of Yellowstone is open to year-round travel, it will mean a tremendous impetus to the economy of Cody and the entire Big Horn Basin and Northern Wyoming.

Three national highways lead to the East gate of Yellowstone: U.S. 14, 16, and 20. Travel beyond this point is terminated on these highways from November 1 to May 1. At present, the Wyoming Highway Department keeps the highway open to east gate. It is only 25 miles from east gate to Fishing Bridge. We recognize the weather conditions present a difficult problem over Sylvan Pass. However, officials of the Wyoming Highway Department advise that this pass can be kept open for safe winter use, and that is from Bill Sutton.

When I heard Mr. Hartzog state that it would be necessary to have a snowshed for 1 mile and then that it would cost \$10 million to do so, and then Governor Hathaway got up and said that there had been considerable study, I don't believe that study was put on that figure. Mr. Hartzog, that is a lot of money for 1 mile of snowshed.

Passes throughout Colorado are kept open throughout the year in spite of elevations much higher and snow conditions greater than passes throughout Yellowstone.

The Cody Club is most desirous that every consideration is given to opening up the park to year-round travel and along with other entrances, the east entrance of Yellowstone be included.

I had the privilege of having as my fellow member of the Cody Club and the travel committee—roads committee—Senator Dick Jones, who is president of the Wyoming State Senate the last legislature. And he said, "I don't care what you say, Bud, but be sure and include this," and that is this, "That the Wyoming Highway Department be given permission to demonstrate, at its expense, keeping open both the south and east entrances and the road between until such time as the Park Service feels it is feasible to do so themselves."

Thank you.

**STATEMENT OF CLARENCE A. MCKINLEY AND W. A. MECKEM,
REPRESENTING DUBOIS CHAMBER OF COMMERCE**

Senator MCGEE. Thank you. The members of the Dubois Chamber of Commerce, Mac McKinley, Shorty.

Mr. MECKEM. Let Mac talk first.

Mr. MCKINLEY. Gale, can I leave my coat here?

Senator MCGEE. What size is it?

Mr. MCKINLEY. Mr. Chairman, members of the Park Service, ladies and gentlemen, I think it has been quite well covered—the situation. I know that I crossed the passes in Colorado 35 years ago in the dead of winter, crossed and recrossed. I do not believe that it is necessary that we need to be 35 years behind Colorado.

The other thing I want to say—and I am talking for the people of Dubois, and for this particular area—is that this is an area where we are tooled to take care of some 2 million to 3 million people in the summertime, usually from 70 to 90 days. And, ladies and gentlemen, I don't want to play on your sympathy, but I do want to tell you this: That many businesses in this area, under the present setup, are not economically feasible.

Now, in Dubois, our people get a little bit hungry before spring. And I don't think this is right in this day and age. It wouldn't take much. Our "mom and pop" motels, had they one or two cars per day throughout the winter, would make a definite difference in whether they eat well or exist.

I can't see any reason why we cannot open Yellowstone Park. We in this western country, any day in the wintertime that we so desire, go anywhere in this country without fear of getting lost or getting snowbound or getting in trouble, except through Yellowstone Park. Is it such a bugaboo that we can't do this? Are the weather conditions so bad in this particular area so much worse than they are anywhere around it? It just don't make sense, ladies and gentlemen.

Let's open up Yellowstone in the winter. Thank you.

Senator MCGEE. Shorty, why don't you come up first?

Mr. MECKEM. I will finish off.

Senator MCGEE. Your speech is about as long as your height.

Mr. MECKEM. That is about the limit; yes.

Senator McGEE. I must tell you just one thing before you get underway, off the record.

(Off-the-record discussion.)

Mr. MECKEM. You know, frankly speaking, that is very true. The short and the long usually always work together.

Well, Senator McGee, members of the Park Association, and ladies and gentlemen, I am here representing Dubois Chamber of Commerce, and our area, of course. There have been a few subjects that have been listed here that I have been listening to that I think should be a matter of record, also.

I am going back in history a little. Now, I have worked chamber of commerce work for the last 40 years. I have been in Dubois 45 years. Back in 1937 Togwotee Pass, as you all know, was a closed issue. It closed in the fall and we couldn't get no—there was no travel over Togwotee Pass. I am bringing this out to give you a kind of illustration of cost of removal of snow in the olden days, the way it happened, and how it worked out.

In 1937 we had a pretty light snow in the winter and we got the highway commission, which was Mr. Ray Bromley, at that time, up to Dubois and we had a meeting. But, we kind of jobbed [sic] Ray a little. We went ahead and sent a ski crew over Togwotee Pass, and we took measurements of the snow depth all the way through.

Now, at that time, the Reclamation Bureau, and all of our officials, were always telling us how deep the snow was on Togwotee Pass. We didn't tell Ray that we had done this. We went to work and took the measurements and we found out that this snow wasn't no where as deep as what the public sentiment was of the opinion of.

SNOW DEPTH OVERESTIMATED

So, when we had this meeting we were all sitting there and Ray was telling us about how deep the snow was and how impossible this thing was, and all this and that. I had the figures. I happened to be the president of the club at that time, so I says, "Hold on, Ray," I says, "These are the guys that made the trip yesterday over this pass here and skied back. At these different points at Togwotee Pass, and the Brooks Lake Creek, and all through there, we had so many inches, and it amounted to only a little—the highest was 4 feet at that time."

Ray kind of [indicating]. He says, "Is that true?" We assured him it was. The boys were sitting right there.

"Well," he says, "if that is the case we will start opening next week."

All right. Now, this is the thing I think about the Yellowstone Park. Now, we are very vitally interested, you know. We have 287 that dies right up here at Moran, just like 89 does, and 287, as you all know, comes clear from Florida and ends up at White Horse Canyon. This is a highway that is very vitally interested through this area, just like these other highways. And if we can open this thing up immediately there is going to be more business and more traffic for the public which means more money for our area, as well as to Jackson Hole, and as well as to Montana, way beyond what it is now.

I feel like this: That the minute that the park people, or whoever opens that road, that they will find that this road opening isn't near as expensive as what it is estimated at the present time. For one thing, you've got to look at the opening of the park generally costs around \$40,000, \$50,000 in the spring. Now, I am guessing a little bit on that. But, it's in that area. That same amount, if you kept the park open all along, would be deductible from the amount that it would take to keep the park open.

So, when you come right down to an estimate of what it's going to cost to keep the park open, when you deduct the cost of opening the park, which is usually ice, and stuff like that, that will make a difference in the cost of keeping the park open all winter long.

I feel that is a condition that we want to look at.

And I feel the benefit that our areas—both from the north and from the south and southeast—the benefit we would get would way, way beyond offset what they think the cost will be to handle this thing.

I really think, gentlemen, and ladies, that this is one of the vital things that we need. And I think it should be done this fall.

Thank you.

Senator McGEE. Thank you, Shorty.

**STATEMENT OF W. T. SMOOT, AMARILLO, TEX., ON BEHALF OF
HIGHWAY 287 ASSOCIATION**

Senator McGEE. Mr. Smoot, president of the Highway 287 Association.

Mr. SMOOT. I do not have a prepared statement, Mr. Chairman.

My name is Bill Smoot from Amarillo, Tex. That is a good long ways away from here, but we are vitally interested in the park. I represent, and am the president of, U.S. 287 Highway Association. We are made up of over 2,300 paid members. We traverse five States in the United States, directly on 287, and also we have adopted Highway 90 down into Florida and on through the reaches of Canada.

The effect of closing this highway affects every member in our association, financially, and also it cuts down on our traffic from time to time.

The traffic count in our area at Amarillo drops about between a fourth and a third after the park is closed, which we feel hinders all of these 2,300 members, and also the other people living on the highway.

If you multiply this 2,300 members by a minimum of three employees each, you can see very readily the people that we represent. We also, of course, have a tremendous number of tourists that travel the highway. In our area, the traffic count has been often averaged out at 20,000 cars a month up until June. That and the fact that our traffic drops off so terribly when the park is closed, makes us realize the importance of having the park open.

And we feel to have the park open would be a shot in the arm which we could use. Also, we feel the fact that this major U.S. highway being completely blocked right in the center has a tremendous deterrent to our traffic in our area.

With these statements, I would like to request that the park be opened.

Senator McGEE. Thank you very much, Mr. Smoot.

Is Mr. Blankenship here from the Gardiner Chamber of Commerce?

STATEMENT OF R. B. BLANKENSHIP, PRESIDENT, GARDINER
CHAMBER OF COMMERCE

MR. BLANKENSHIP. Senator McGee, park officials, ladies, and gentlemen, I am R. B. Blankenship, president of the Gardiner Chamber of Commerce. I just submitted to the Senator a prepared statement that was put together in 1949 in Gardiner. The Gardiner business people have been constantly working toward the opening of the park. In addition to the prepared statement which will go into the record, I will make just a few observations.

PRESENT WINTER OPERATION

The highway between Gardiner and Cooke City, 56 miles, as pointed out on the map here, is right at our front door. Most of us travel it from one, two, sometimes a dozen times a year. And that's been for a good many years.

This road as some of them has mentioned has been open 8 or 10 years, it's been opened 20, 25 years.

I am sure if there was any great hazard in keeping this road opened, that the park officials, the rangers, would have informed you of such.

The Forest Service reports tell us that the average snow on Sylvan, Cooke City, is 75 to 100 inches. So, if the road, with this amount of snow, can be maintained, traveled day and night, year after year, with no great problems, I feel that the same thing would apply to a great percentage of all these roads.

We may have a rare instance here and there, but I think we have overlooked this 15 or 20 years' history.

You are guessing: "What will happen here?"; "What will we do about this?"; and "What will take place?" You don't have to guess about it. It's right here and it's here for all the records.

We have two ranger stations, I believe, in that distance. If there is any problems we would have certainly known about them.

Now, the clearing of the snow in the springtime or the "crash program," that you might call it—because the time that is given the Park Service to open these roads is short—they have an elaborate amount of equipment; and in 6 weeks to 2 months they busted the roads and cleared them. Then what happens to your elaborate equipment? It all goes into storage for the next 8 to 10 months. It sits there useless.

Now, I don't know how much equipment it would take to open these roads or to keep them open, but I'm sure the equipment that the Government has, and they maintain is bought and paid for, would serve to a great extent to keep the balance of the road open, and, as has been mentioned here before, that this crash program that the park goes through each spring would not be necessary. In addition to that, the expensive equipment could be put to a good, solid use.

As I said, that this statement that we have was prepared in 1949, and we still feel the same way. We'd like to see the park open the year around.

Thank you.

(Off-the-record discussion.)

Senator MCGEE. Is Mr. Hare (reporter's spelling) here from the Livingston Chamber of Commerce?

Mr. GRUDZIADZ. Mr. Hare isn't here. There are some representatives from the group.

Senator McGEE. Fine. Would you gentlemen identify yourselves for the record.

Mr. McKINLEY. Senator, may I interrupt a minute? If we may, and with our regrets, the Dubois delegation would like to leave. We have a big doings going on tonight.

(Off-the-record discussion.)

Mr. GRUDZIADZ. Dan Grudziadz, G-r-u-d-z-i-a-d-z, Livingston chamber.

Mr. HOOVESTOL. I am Ken Hoovestol, H-o-o-v-e-s-t-o-l.

Mr. GROVER. Bob Grover, G-r-o-v-e-r, Livingston Innkeepers Association.

OPPOSITION TO ADDITIONAL WINTER OPERATIONS

Mr. HOOVESTOL. As the statement was made a minute ago, I feel kind of like a fish out of water here. The hearing, of course, here is going so far 100 percent in favor. We of the Livingston Chamber of Commerce, and various groups, have taken a different viewpoint right now, at this time at least. We feel that there—we have no figures—this sort of thing, that we have made up or drawn out. We feel that there are a few points that should be stressed from a logical problem standpoint and should be considered.

We feel that we are in a position, possibly, to know snow conditions here in the park. We feel, that being close to an open road, that there are points that have not been brought out, that they should be considered.

The first letter I will go into here, a letter from the Big Sky Snowriders Snowmobile Club of Livingston, Mont. We have been the few people that have helped pioneer snowmobile operations in Yellowstone Park through the cooperation of the National Park Service. We have made some historic trips on the two or three "snow buggies" as they are called. And this year we made a historic trip around the whole Grand Loop on a 3-day project.

The Executive Committee of the Big Sky Snowriders Snowmobile Club of Livingston, Montana, wants it to be known that they have gone on record as opposing the present proposed plan to maintain additional roads in the Yellowstone National Park in the wintertime.

Our reasons are as follows: The unspoiled wilderness beauty of Yellowstone National Park can be more thoroughly enjoyed by the traveling public by the use of the over-the-snow vehicles that are presently available; the over-snow vehicles that are now available to the public do, in fact, make the Yellowstone National Park open on a year-round basis; through our experience with the interior of the Park, we are convinced that the safety of the traveling public will be impossible to guarantee. This is due to the sudden and unpredictable weather conditions that prevail in the wintertime.

We also feel that there is a danger factor in the possible chance of animals being trapped in the deep cuts plowed in the snow and attacking vehicles causing damage and injury to the tourists.

Another letter, possibly, here:

As Civil Defense Chief of Rescue for Park County and head of the local search and rescue unit, I feel the adverse weather conditions that prevail in the wintertime in Yellowstone National Park will cause unsafe and dangerous traveling conditions due to the extensive mileage of highway involved.

Even though I am not personally involved in search and rescue operations in Yellowstone National Park, I am opposed to the present proposed plan to year-around travel through the Park for the above reasons.

Another letter here, this is to Senator McGee.

At the meeting of the Retail Committee of the Chamber of Commerce, a motion was made to go on record as opposing the opening and maintaining of roads in Yellowstone National Park to winter travel. It was voted and carried unanimously.

We feel that some of these figures are, of course, based on fact, some of them may be not fully explained. We feel that this 55 percent increase they talk about on the winter travel road from Cooke City to Mammoth is due largely, in part, to the extended elk seasons that have been had. And that 55 percent increase in traffic over the one-way road is, in fact, only a 27½ percent increase in vehicles.

Our biggest objection is the fact that through our experience and through the facilities that now are available in the park, that the natural, unspoiled wilderness of Yellowstone National Park would be very much greater and is available to the traveling public at this time through the use of over-the-snow vehicles.

Dan, you have a letter there from the chamber of commerce.

Mr. GRUDZIADZ. I have a letter here from the Livingston, Mont., Chamber of Commerce. It is addressed to Senator Gale McGee. It states:

DEAR SENATOR MCGEE: Because of the extreme cost and the lack of safety that can be guaranteed tourists and the fact that the scenic beauty of Yellowstone in the wintertime can be viewed more fully through the use of over-the-snow vehicles that are presently available to the public, the board of directors of the Livingston Chamber of Commerce has now decided to go on record as unanimously opposing the present proposed plan of maintaining additional roads in Yellowstone National Park in the wintertime.

Sincerely yours,

STAN REGELE,
President.

Bob, do you have a letter from the Innkeepers Association?

Mr. GROVER. One point I personally would like to make before I read this, just because of that fact that we are opposing the opening of the Yellowstone Park roads does not mean that we are—well, you might say, during the wintertime we need added winter travel very desperately in Livingston. Being an innkeeper myself, we are working very hard trying to promote winter activities in our area. But, we feel that being under a guided-tour program would be of a greater benefit.

A letter to Senator McGee.

SAFETY OF WINTER OPERATIONS QUESTIONED

At a regular meeting of the Livingston Innkeepers Association on August 8, 1967, it was unanimously approved to go on record opposing the opening and maintenance of roads in Yellowstone National Park for winter travel.

Due to the fact that we are asked many times by travelers as to road conditions, and so on, we do not feel that we could honestly suggest that the travel through the Park during the winter by private auto safely. With the snow depth, the tourist would be unable to enjoy the natural beauty. In addition, the weather conditions would be anything but safe for a person to travel when not familiar with the road conditions that he would be subjected to during the winter in Yellowstone Park.

For the safety and enjoyment of the tourist, we could not encourage him to travel through Yellowstone Park in the winter.

Signed by the Director of the Livingston Innkeepers Association.

Mr. HOOVESTOL. I would like to bring out one more fact that was published in the recent publication by the Industrial Development Center, Montana State University, in Bozeman. This is dealing with

the winter development of winter tourist attractions. It states in here, one of the strongest attractions for the winter tourist and recreationist to Yellowstone Park region at this time may be the remoteness and isolation of the winter wilderness of the park, as well as the unique and enjoyable mode of travel offered by snowmobiles into this wilderness.

I believe this is all we have to say at this time. And I will qualify these remarks to state that this is intended to bring out facts that have not been considered, as yet, we feel, in this hearing, and that we are opposed, as we have stated, definitely to the present proposed plan. And that if some of these details are proven to not be true or are straightened out or a different plan is proposed, then we would then, at that time, meet with our various organizations that we represent and draw a conclusion at that time.

Senator McGEE. Well, thank you, gentlemen. I understand you to mean that if we can get this opened and it brings more business to Livingston that you would be in favor of it?

Mr. GRUDZIADZ. Based on safety conditions.

Senator McGEE. Just having a little fun.

Mr. HOOVESTOL. Senator McGee, I think we have been pretty well convinced throughout the day that the opening of the roads will create travel through this. There are other methods of creating travel through Yellowstone National Park, and these are the things—

Senator McGEE. I appreciate you mentioning the angles that are not always the most popular ones to mention. I think they all have to be laid on the table here because we want all the facts we can get at our hands. And we are grateful to you for having made this contribution.

**STATEMENT OF HARRY GRANT, CHAIRMAN, CITY AND COUNTY
PLANNING BOARD OF LIVINGSTON, PARK COUNTY, MONT.**

Senator McGEE. Now, let's see. Mr. Harry Grant, is he here?

Mr. GRANT. I am Harry Grant, the chairman of the City-County Planning Board of Livingston, Park County, and I am here today to attempt somewhat to rebut the statements just made by my acquaintances and friends, I hope. [Applause].

Senator McGEE. Sir, this is civil war.

Mr. GRANT. They offered to fly me down, but I decided to drive. Really, these gentlemen that just presented their talks are here in good faith, and there is something to what they say. And I just don't feel that it really is as big a problem as they seem to feel.

Now, they have talked about the danger of animals getting down into these trenches and possibly injuring some persons. But, every day—I mean, every once in awhile we read in the paper where somebody—a tourist or an employee—is injured, mauled by a bear, or something like this—children disappear. No one knows what happens sometimes. These things happen. They are unfortunate but they do happen. But it doesn't mean that we have to close the park down because they do happen.

Now, the City-County Planning Board of Livingston and Park County has been very interested in developing winter recreation throughout Park County and, naturally, this ties right in with developing recreation potential in Yellowstone Park.

In the fall of 1966, the City-County Planning Board contracted with the Industrial Development Center of the University of Montana over the Bozeman—Montana State University, rather—to conduct a survey to determine potential for development of winter tourist attractions.

Mr. Hoovestol referred to this study. He mentioned that possibly one of the attractions in the park is this unblemished attraction. But, really, there are a lot of potentials there. There is a lot of potential there for development. And we in Livingston, and in Park County, would very much like to see all of us go ahead; not just Livingston, not just Gardiner, but all of the communities involved. And we will benefit from this development.

Now, perhaps just a little bit of an explanation as to what has transpired in Livingston. I didn't plan to be here, up until last Thursday, and I'd like to explain to you why.

Livingston has been on record, right along, supporting opening Yellowstone Park a year round. At least, we were up until Tuesday. Then Tuesday, at 10 o'clock, the retail merchants committee of the chamber of commerce went on record as opposing opening of Yellowstone Park during the winter. That Tuesday, the same day, at noon, the Innkeepers Association came out opposing opening Yellowstone Park during the winter. Wednesday morning at 6 o'clock, the chamber of commerce, board of directors, came out opposing keeping Yellowstone Park open. Actually, the board of directors of the chamber of commerce doesn't meet during the summer. This was a special meeting called. There are 18 board of directors—members. There were 10 present and eight, I believe, voted—eight or nine voted.

It might be that someone is attempting to put pressure on Livingston business people in Livingston to oppose opening Yellowstone Park for their own reasons. I don't know for sure. We have heard rumors. I am sure some of you have picked up rumors. I certainly hope they aren't true.

I would very much like to see this 100 percent cooperation of everyone supporting opening Yellowstone Park.

UNIDENTIFIED VOICE. Could that be the Yellowstone Park Co.?

Mr. GRANT. I couldn't say for sure.

Senator MCGEE. We don't—we'd just as soon not have a—

Mr. GRUDZIADZ. I would like to ask one question.

Senator MCGEE. A community dialogue here, if it's all right. We can see how we go along on the time. If you could submit a statement rebutting this, we will see that that is made a regular part of the record as though it followed immediately. Of course, both groups will get a chance to examine the other's additions, so that it is complete, if that is agreeable with the two groups.

Mr. HOOVESTOL. I just want to rebut that last statement made from over here.

Senator MCGEE. I think if we hold it in these terms, out of respect for the others that still have to testify, and maybe we can get a trip up to Livingston. [Laughter.]

But, the record will be kept open so that you may address yourselves, please, to whatever you would like to take exception to with the understanding that whatever you take the exception to will also then be reviewed by that body, too, so that we will have this as complete as we can get it.

I suppose you never really end a dialogue, but we will try. And I trust that you will understand the reason for this self-imposed limitation that I just announced, in that we do have to get through others who are waiting. But, we do appreciate your taking the time.

I have several other statements here in opposition to opening the Park in the wintertime, and I think this would be an appropriate place to make them a part of the record.

A statement from Mr. Charles Moore of Dubois, with a Denver return address—I see he lists Dubois at the end of the letter, he lists Denver, Colo., apparently where he is this summer, on his letterhead; from Burton Marston, of Laramie, of the Izaak Walton League of America, with a statement that will be made a part of the record; and a telegram from Reynolds T. Harnsberger, the national president of the Izaak Walton League, likewise in opposition to the road opening. They will be part of the record. (See appendix.)

Is Mr. Bob Johnson here from Rock Springs? He was here this morning, and his statement has been submitted for the record. (See appendix.)

STATEMENT OF HOWARD KELSEY, WEST YELLOWSTONE, MONT.

Senator McGEE. Mr. Howard Kelsey, from West Yellowstone? Is Mr. Kelsey here?

Mr. KELSEY. Yes, sir.

Senator McGee, and ladies and gentlemen, I find myself in the reverse position of Livingston, incidentally. I am real happy that they are here, because I was getting real lonesome here.

I am from West Yellowstone. Our board of directors of the chamber of commerce met Tuesday, and with some reservations, elected to keep the roads closed in Yellowstone and as of yesterday, about 5 o'clock, why, this thing reversed its position and they are on record as being in favor of opening the roads. [Applause.]

So, I stand here before you with my friends from Livingston objecting to it, and I don't want to take exception to the very fine testimony that has been given—it's all very warranted. But, I think we have a point at West Yellowstone that is quite serious and hasn't been considered yet.

SNOWMOBILE ACTIVITIES

I am basically a rancher as a livelihood but became involved in an inn in West Yellowstone 3 years ago and, as such, why, we are also closely related with the snowmobile operation that is conducted out of West Yellowstone—the large machines as well as the small.

Two years ago we had a small machine rental fleet that we rented out to people on a "drive it yourself" basis. And being in the hotel business, why, of course, this is an important means to an end. It brings people into the community, and so on.

We are also intimately involved with the booking of the large 12-passenger snowmobiles. And to give you some idea of how this interest is growing, 2 years ago—and I am using the figures now of only the west gate, because those are the figures that concern us directly—we had, through the west gate, 994 passengers in the large snowmobiles. These are people through the winter that took the large snowmobiles. Only 64 people went into the park through the west gate on the small machines. That is a total of 1,058.

Now, this last winter—and I think this is quite significant—there were 4,009 passengers on the large snowmobiles, there were 1,823 on the small snowmobiles, representing a total of 5,332 people that came to west Yellowstone who spent an average of two and a half nights. They consumed food, beverage, they bought a few gifts and some clothing. When we had the snowmobile roundup there in March, we happened to get a thaw and I think they cleaned out all the overshoes in town. But, they are an economic factor; the fact that these people are here for a given purpose and they do spend their money.

Now, representing, or transforming this into dollars and cents, in 1965, the people who came up for snowmobile rides spent \$64,488. This last year they left \$296,000 in the community.

Now, the reason I bring this up, and as a rancher I am—I think I am acquainted with park regulations, because we get involved in these discussions in other facets, but it's my understanding that the motorized equipment is not permitted in Yellowstone Park or any national park other than on defined roads. And if this is so, and the roads are plowed, this means that the west Yellowstone snowmobile business is a thing of the past, and it's just starting.

I mean, any time you can take a recreational industry and in 2 years project it five times what it was, it is a pretty important index of what can happen.

Now, if there is some way to appease you people in this Jackson area to say "Open this road into the Flagg Ranch," so that you would have access to Old Faithful and Canyon, such as we do have the privilege of having, I think this would be great. And this would also provide an opportunity for the park people, and those concerned, to measure the economic feasibility of it, the dangers through exposure, and so on, that might result if the entire park were open.

Thank you very much.

Senator McGEE. Thank you.

STATEMENT OF DON JEWETT, STATE SENATOR FROM NORTH LINCOLN, TETON, AND SUBLETTE COUNTIES

Senator McGEE. Don Jewett. Is Don here? We have your statement, Don. Do you have anything more you want to put in, or would you like to comment on it?

Mr. JEWETT. I would like to make a few comments, Senator.

Senator McGEE. Fine. Please come forward.

Mr. JEWETT. Senator McGee, I am Don Jewett, State senator from North Lincoln, Teton, and Sublette Counties.

We who live in this district are quite familiar with snow, first, and snow removal. And there has been a number of hazards brought out that may happen in Yellowstone. But these same hazards exist in this area here. We have no guarantee, when we leave our ranch, that we may not meet a moose or some other wild animal on the highway.

During the 39th session of the Wyoming Legislature we saw fit to pass House Joint Memorandum No. 2 asking our Members of Congress, and others in Washington, to do what they could toward attaining year-round maintenance of the main road into Yellowstone Park. And I am very happy to say that our two Senators and our Congressman have cooperated real well.

Most, or a good part, of my testimony, which I have handed in, has been gone over several times by many people who have ably presented it.

I would like to say that 30 years ago, or about that time, when we were considering whether or not the roads would be open from the outside into Jackson Hole, there were a number of people who were dubious and skeptical whether or not this was economically feasible or not. I think it has proven out that when the highway department attempted to do the job they have done a real good job.

I think today that the emphasis is on recreation. And I think because of the fact that it is on recreation, we should give the American public a chance to see the winter wonderland of Yellowstone Park. And I hope that the Park Service will not be like the bears in Yellowstone Park and hibernate during the winter.

Thank you. (See appendix for entire prepared statement.)

Senator McGEE. Thank you.

**STATEMENT OF GEORGE W. HUFSMITH, STATE REPRESENTATIVE
FROM TETON COUNTY, WYO.**

Senator McGEE. George Hufsmith? Is George here?

Mr. HUFSMITH. Senator, thank you for the opportunity to speak. I congratulate you on something that has been long forthcoming in this community, and that is a hearing with the people of the States of Montana, Idaho, and Wyoming. I doubt that you could have picked a politically more popular program than this one, certainly. This is a perfectly wonderful thing and it's been a long time coming.

I have a prepared statement which I would like to enter into the record here.

During the last session of the Wyoming State Legislature, I was the principal sponsor of the memorial encouraging Congress to appropriate sufficient funds to allow year-round travel on Highway 89 through Yellowstone and Teton National Parks.

It is well known that this legislation passed both houses of the legislature with only one dissenting vote, and this by a house member who votes "No" on all memorials as a regular practice.

COST OF WINTER OPERATIONS

It is evident to me, from the unanimous support of the legislature that Highway 89, through our national parks to the north, should be open on a year-round basis. The winter opening of this arterial highway is an eventuality. The only questions left unanswered are when and how much will it cost.

After long conversations with reputable local contractors who are extensively experienced in the field of mountain highway snow removal and who thoroughly understand modern day snow removal techniques, it is evident that it can be accomplished with far less difficulty than Congress has been led to believe. In fact, I have been reliably informed that much of the necessary snow removal equipment already exists in Yellowstone and is allowed to lie idle until the inevitable springtime opening.

Now, let me address myself to the matter of cost. Depending on the actual specifications laid down by the Park Service, which could change the following indication of cost, local contractors would probably bid the contract for a figure of \$1,500 per mile through Yellowstone. I understand that present costs per mile for snow removal within Teton County are \$550 per mile. Grand Teton National Park is reported to have costs amounting to \$1,800 per mile at the

present time. The latter figure seems somewhat extravagant in relationship to costs of snow removal in the 40 miles of mountain roads presently under contract by Teton County. These snow removal problems are nearly identical to those of Grand Teton National Park. It seems to me that costs of snow removal by the Park Service may be somewhat in excess of that which is incurred by governmental authority working through private enterprise.

Upon instructions from the highway commission, the Wyoming Highway Department has run a thorough study of the problems and costs, which I am sure has already been made available to you, which would indicate a cost even less than that estimated by local contractors, who, obviously, would not have the necessary equipment presently.

I am convinced that these figures are realistic. They are so complete that they even indicate the kind and cost of chemicals and sand which should be applied to the snow roads for the safety and convenience of the public. Although I have been unsuccessful in acquiring the actual costs of removing the accumulation of snow in the spring from Highway 89 through Yellowstone and Teton National Parks, I am sure that it amounts to a surprisingly substantial figure. This, subtracted from the cost of continuous winter maintenance of this arterial highway, would leave a relatively reasonable cost for winter maintenance of presently nonmaintained park highways in the winter.

As a result of the growing tourist demands upon Teton County, many Federal loans—and, I think, this paragraph is one that is going to be very important to us—as a result of the growing tourist demands upon Teton County, many Federal loans from the Area Redevelopment, Small Business Administration, and others, amounting to millions of dollars, have been granted to private enterprise here for the expansion of overnight facilities.

Additionally, a new and exciting winter economy potential has been made available to us through Federal loans for the development of new skiing facilities. The new ski area has been described by professional skiers as incomparable and superior to skiing conditions found in any other present location in the world.

It seems evident that the Federal Government has a very real stake in the economic development of Teton County, as well as in our two national parks to the immediate north.

Now, I have heard it said that the opening of Yellowstone in the winter would have little or no favorable economic impact on Teton County, Wyoming, or our contiguous neighbor States, or America, for that matter.

I would admit that although instant and noticeable first-year economy changes would probably not be felt, the long-term results could be remarkable and geographically widespread.

I would hesitate to imagine what the economy of Teton County and Wyoming might be if Yellowstone and Teton National Parks were closed during the spring, summer, and fall. And although the winter travel will not immediately approach that of the other months, I am persuaded that the additional highway facility will be of substantial assistance to our total economy.

At this point I would reiterate that winter opening is a virtual eventuality. The questions are simply "How much will it cost," and "When?"

There has been some talk about the hardship that such winter opening of Highway 89 would exercise upon the Yellowstone Co. and the Jackson Lake Lodge. I, for one, cannot even see what they are talking about. No one is asking for either one of these facilities to extend their season beyond the present one. In fact, there is certainly no reason to suspect that, unless future traffic should indicate the economic feasibility of such a change, that they should ever be open in the wintertime, at all.

Limited facilities, such as gasoline stations, might well be available to the public. But, overnight accommodations are totally unnecessary at present.

In any event, a governmental franchise should morally receive no more consideration from Washington than does all other individual enterprise anywhere.

Finally, winter opening of Highway 89 within Yellowstone and Teton Nation Parks will open up a winter wonderland unequaled by any other in America. The winter scenic marvels of Yellowstone are presently refused to the traveling public, except through the employment of franchised snow vehicles which impose an undue hardship on some and makes it virtually impossible for others.

If we will face the reality of winter highway usage in Yellowstone, and the profitable multisided economic ramifications which result to all instead of a few, in the interest of all the people of our great Nation who have their money invested with our economic growth in Teton County, we must concede that the certain and eventual opening of this important north-south route must begin at once.

Thank you.

Senator MCGEE. Thank you very much, George.

Is there a spokesman here for the motel association?

STATEMENT OF QUINN BLAIR, PRESIDENT, WYOMING HOTEL ASSOCIATION

Mr. BLAIR. Yes, Mr. Chairman. I will speak from here, if it's all right with you, for one minute. Ladies and gentlemen—

Senator MCGEE. Would you identify yourself for the record?

Mr. BLAIR. Quinn Blair is my name, I am president of the Wyoming Hotel Association. Our main business is in tourism, which will soon be Wyoming's No. 1 industry. We are strongly in favor of not only a north-south road but also an east-west road through Yellowstone Park, not 3 years from now, not 2 years from now, but this winter

Thank you.

Senator MCGEE. Thank you very much.

Art Roberts, executive secretary of the Wyoming Oil Industry Committee, called and said he couldn't make it and will submit a written statement.

That is the last of the witnesses who had asked to appear before us, with one exception, and that is we opened this meeting with one of the best sports I know, the Director of the Park Service, who was willing to be fair game for everybody that followed.

And I think it fair now, since George Hartzog laid his neck on the line for the rest of us to chew on, that you now be asked back to the rostrum, George, and share with us whatever your—you don't have to put your coat on, you may want it off—and let us have your further reflections on this, in the course of the day's hearing.

Mr. HARTZOG. Thank you very much, Mr. Chairman. (Put chart on board.)

There is one thing. You know we have these roads open now in Yellowstone National Park 6 months. And we have some fairly good indication of what happens to travel in this 6-month period.

This is roughly what happens. Until you get almost to June you don't get over 100,000, and when you get into June, July, and August, you get well over 700,000 a month.

And with all due regard to the gentleman from Amarillo, I am amazed that his travel doesn't drop more than 20 percent, because, with the roads still open until November 1st, the travel in Yellowstone Park drops to about 25,000 or 30,000 a month, from a high of 700,000 at Labor Day.

Now, the concessioners' facilities there are likewise open, and in October the occupancy rate is 18.4 percent. His break-even point is about 55 percent occupancy. And in May of 1967, it was 24.9 percent; in September it's 50.2 percent; and his average occupancy from November 1st to April 30 is 6.9 percent. And this notwithstanding the fact that, as was stated to you and the committee this morning, for at least the past, what, 4 years—3 years, the national publicity—

Mr. McLAUGHLIN. Two years.

Mr. HARTZOG. Two years of national publicity by the company, by the National Park Service in its information folders and by the State of Montana, had an occupancy of 6.9 percent.

We likewise have some indication on the park visitor use of Grand Teton National Park where the roads are open in the wintertime and the travel through the park during that period of time is 73,138, of which 1,513 are serviced by our contract personnel.

Now, our experience during the summer months, when we do have figures for all of our visitor contact points in the park, indicates that we contact approximately 10 percent of all park visitors at fixed information stations, which would indicate that of the 73,000 people traversing the park in the wintertime, approximately 15,000 of them constitute park visitors. And this is compared with the figures the gentleman gave you in the increase in visitor travel to Yellowstone through over-the-snow equipment in the wintertime.

I want to say, also, to you, Mr. Chairman, and to this group of interested citizens, that we do feel we are a part of your community and we are not trying to run this park in a vacuum.

I am not either philosophically or psychologically, intellectually, or emotionally opposed to plowing snow. And I don't think the issue has ever been, or at least not since I have been Director, whether snow could be plowed. Certainly snow can be plowed. We plow it in Crater Lake where we have 40 feet of it. We plow it in Rocky Mountain, we plow it in Glacier, we plow it in many heavy snow places.

I think the real question is: What is appropriate park visitor use in Yellowstone in the wintertime? This is the nubbin of the question. The second thing is: Where does this program fit in the overall priorities of park programs? We have so many dollars to execute so many programs. Where does snowplowing fit in this total priority?

We want to work with you and we are anxious to try to find solutions to this. And this is why we offered some of these suggestions here this morning as possible alternates.

Again, I want to say to you, Mr. Chairman, and to our hosts here, how much we and the Park Service appreciate your hospitality and this opportunity to be heard and to be back in this beautiful country.

Thank you so much.

Senator MCGEE. Thank you very much, Mr. Hartzog. [Applause.]

As we prepare to wrap up this phase of this hearing, I want it understood that we will leave the public record open for anyone who may have second thoughts and new thoughts, or wants to cancel out some thoughts, for 10 days. But we would like to wrap it up within a reasonable period of time so that we can form some determining judgments without undue delay. And so, for those who have any amendments or additions, or deletions, would you please just send them directly to me in Washington and we will get at them the quickest there, than to go some other devious route.

As some of you know full well, this came to a head here at this time because we were striving to get some appropriated funds now, if possible, without delay, in order to give this a try. And the Appropriations Committee felt that there were such a variety of estimates on cost that they could not wisely make a legislative judgment and, therefore, they asked that we try to nail this down a little tighter, if we could. Frankly, that is why we are here.

The concepts that seemed to emerge here today—if I can recap them very quickly and try to be as objective about it as one person can be—would seem to be, first of all, because of the discrepancies in some kind of measurements by bona fide experts in the question of snow removal, in the question of housing or facilities, and that sort of thing, that there seems to be a broad sense of feeling here that the one way we can find out for sure is to try it; arrive at a very limited experimental trial run. I think the dimensions of this trial run still have to be threshed out, but that that would give us information that, at best, is only an educated guess at the present time. And let's see what it looks like after we do that. If it seems to offer some promise, on whatever the limited measurement is, then try it on a slightly larger scale within reason. I think this is the way intelligent people proceed on these things.

I think there is a very strong sense in the testimony here today that suggests that kind of an approach. But I would hasten to add that also present here is what I suspect ought to be our overriding consideration, and that is that we want this whole tremendous development in this part of the United States to more than keep pace with the explosion in tourism. Therefore, I trust that we will not become decisive enough as to where we will shoot down one phase of this in order to promote one other phase. I think we are going to be hard put to move fast enough as it is.

If we find alternative routes around the park, alternative routes into the park, open the routes that are in the park, whatever it takes, I think we ought to attack on all fronts now, and not try to select one out in preference to another.

For that reason, I suspect again that the limited-trial use as the first step should not be permitted, in itself, to detract from very serious attention being given to these other alternatives, such as the Grassy Lake route, or moving along the Clarks Fork road to come around to the northeast entrance, and that sort of thing.

I think the more we can do, the better it's going to be for everybody, whatever his interest is and his relationship to the park. And that is not to downgrade the very legitimate points of opposition that have been expressed here, because there are understandable points. I mean, we fully appreciate the kind of pressure that may well be put on the snowmobile business, for example.

I happen to be an ingrained optimist in that direction. I think the more people you can bring in, the more imaginative new ways you are going to find to use the snowmobilies and take them in more places. It is easy for the guy to say that that isn't in that business, so I am conscious of that limitation. And it is an understandable one, because these people also have a right to make a profit. They have a right to be in business. But I think we have to keep it in the larger context, and don't sell our imaginativeness short in terms of developing new angles on all new developments in tourism, or opportunities for opening up new areas where the snowmobile will be very much in business.

I think we had an understandable position expressed by some of our conservation groups who like to think of the park, at least in the winter months, as a wilderness winter wonderland, and that that wilderness is not violated by a snowmobile where it is violated by an automobile.

Now, that is a point we try to understand. But, I think it ought to be kept in context as another one of those restraining factors that we also have to weigh.

PARK SERVICE MUST ASSUME RESPONSIBILITY

Finally, we should consider the position of those in the Park Service who have to take the consequences for whatever happens. The rest of us can believe very strongly in this, and if it goes bad, we can say: "Sorry about that, chief, let's do something else." Whereas, the Park Service has to live with it. Therefore, we hope that we are not going to be unreasonable or wild-eyed about it. That is the reason we try to keep this within rational bounds. We fully appreciate the kind of problems that the precipitous drop, for example here, records, and it may take a little longer time than some think in proving it out. We do know it takes a little while to develop a use area. And how long that may be, experience alone will teach us. Personally, I just happen to think we are moving in the right direction.

And with that rather short summary, I want to conclude this day of exchange of views here, again with our thanks to the Jackson Chamber of Commerce for all of their cooperation, and to the people here in the bank for their cooperation in making these facilities available to us.

Anyone who wants a copy of the transcript, don't deluge us quite yet with your requests, because it takes a little while to get this through the Printing Office—we are going to keep the record open for 10 days, and it will take a little while beyond that to put it in shape—beginning about the 15th of September, if you want to start your letters then saying, "I'd like a copy," or "I'd like a couple of copies of the hearing," that will be closer to a time where it won't seem as though we are ignoring your correspondence. It will give us a chance to pull these things together so that it will have a little more meaning for you.

And then if you need a copy, just send a note to my office saying you want a copy of the hearing and we will get one out to you.

CONCLUSION OF HEARINGS

I want to thank all of you who participated here, all of you who have sat here, and perhaps that is the sturdiest lot of all.

I declare these sessions then in adjournment. Thank you very much.
(Whereupon, the hearings were concluded at 3:15 p.m., August 12, and the subcommittee was recessed subject to the call of the Chair.)

And then if you need a copy, just send a note to the office saying you want a copy of the letter and we will see you out to you.

CO-OPERATION OF MEMBERS

I want to thank all of you who participated here all of you who have set in to the papers that is the standard for all of us. I believe the reason for this is that you are very much interested in the papers. The papers were included in the call for (and the subscription was made of subject to the call for (and

APPENDIX

STATEMENT OF BOB STEILING, EXECUTIVE VICE PRESIDENT, IDAHO FALLS CHAMBER OF COMMERCE

My name is Bob Steiling and I am the Executive Vice-President of the Idaho Falls Chamber of Commerce. Idaho Falls is a community of some 40,000 people located in a triangular pattern approximately 100 miles from both West Yellowstone, Montana and Jackson, Wyoming. Our community is the prime commercial and trading center for most of Eastern Idaho, Southern Montana and the Jackson area, being the largest community close to those areas. Idaho Falls has more than a little interest in the efforts to keep the roads in Yellowstone Park open all year round. About 20 per cent of our areas' economy is tied directly to tourist travel, the majority of it in relation to the tourist who is traveling to and from Yellowstone and Grand Teton National Parks. The tremendous growth in traffic to these Parks has brought in the last ten years an equally tremendous growth rate in the number of tourist facilities in our community, which now has more motel units and restaurant capacity than any other community in our state. And we are still adding to these facilities.

Though we have a considerable amount of commercial visitors and business from those who visit our National Reactor Testing Station, by far the greatest number of those who occupy our accommodations are not end-point destination travelers but those whose goals are one or the other of these Parks. Since we are the last city of any size close to these Parks and which have complete facilities and shopping areas of a metropolitan nature, a vast number of tourists stop either coming or going from a Park visit. In other words, we are a natural stop-over point. Freeway travel begins and ends here. All major automotive repair service is here. Major department stores, metropolitan style motels and restaurants are available and there are some local attractions for the visitor.

Almost all of this development has been since 1950 when increased traffic to the Park began. Much of the development has been since 1960 when the development of the interstate highway system made it apparent that the traveler would go longer distances to reach his vacation site. Our recent new motels have investments exceeding \$1 million. Our newer restaurants are investments of from \$50,000 to \$150,000. Even with the well-rounded economic base present in our own community and with the diversified economy we have, these facilities remain tourist-oriented in that the size of the tourist year determines the profit and loss each year.

The smaller towns in our some 225,000 trade area are even more dependent upon the tourist for their related facilities for they do not have our diversification or our numbers of business and commercial traffic. Of necessity and consequence they also, for the most part, do not have accommodations and facilities to adequately provide for the traveler.

Today's financial commitments are large in order to provide the first-class accommodations and facilities the traveler demands. Swimming pools, first-class restaurants and the finest service stations are only a part of the demand which also includes for the camper and the tenter the private and public facilities he needs for his special use.

It is becoming increasingly more difficult for either our public bodies or private investors to make the investments needed to provide the necessary facilities for the ever-growing number of travelers to the Park. The shorter season literally packs the tourist into a period of time that creates an unusually large customer demand. Since accommodations inside the Parks are not being expanded, facilities outside the Parks must be provided by the communities and by private enterprise. The peak summer demand must be considered in the number of accommodations and their type, and this is what everyone is trying to do.

Unless the season can continue to expand and an eventual year-round traffic be promoted and eventually generated, there will soon be a time when new investments and new expansions will begin to be fewer and fewer because they will no longer be economically feasible. If the highways through the Park were kept open the initial effect would be the possibility of promoting off-season traffic with perhaps special off-season rates as other seasonal areas such as Miami and Phoenix now do in the summertime. Without a traffic artery open, this type of promotion

remains impossible. Since, unlike these other seasonal areas, the winter season is gaining more and more acceptability with skiing, snow-mobiling and other sports, and since Yellowstone Park has a very interesting personality in the winter, hopefully a completely new tourist season will be on the horizon. In any respects with the opening of the Park all year, the longer seasons can be promoted and early spring and late fall traffic can be further exposed. In our office we find that with closings and openings the traveler is never completely aware of those dates and their limits and this fact alone affects the number of visitors throughout our area. With the longer seasons, the financial investments become much more practical and possible.

One alternative to provide accommodations that someone is bound to mention is the raising of costs of accommodations as is often done in seasonal areas. I would like to say at this point that this is an alternative that has severe limits in this seasonal area. Since extensive camping is possible, increases in prices often place more people on the camping market and away from the other accommodations and it is getting increasingly difficult to provide sufficient facilities for the camper and these return a much smaller part of the investment to the public bodies and the private firms supplying them.

I would like to say that personally I have been connected with tourist and community development in Wyoming and Idaho for nearly twenty years, having spent five years in Newcastle, Wyoming, where I was manager of the Chamber of Commerce, slightly over six years in Cheyenne as Executive Secretary for the state's Economic Development Board, the Natural Resource Board, and for the past six years as Executive Vice-President of Greater Idaho Falls Chamber of Commerce.

In these varying capacities I have attended a multitude of meetings in this community and at others in Wyoming concerned with the Park openings and seasons and with the roads to and from the Parks. I recall not too many years ago some very heated sessions with the Wyoming State Highway Department relative to the winter openings of Highway 14 across the Big Horn Mountains which previously had been closed during the winter months. After some struggle this most important highway was opened the year round and has been a growing impact on the communities it serves in Wyoming. Today it would be unthinkable to close this highway as it once was. There are several hundreds of millions of dollars in tourist-oriented investments in Idaho alone which depend upon the the two national parks in the area. It is as unthinkable today that the relatively small cost involved would continue to close this vital link during the winter as it would be to now reclose Highway 14.

With the growing technology of snow clearance, the growing preponderance of commercial investments needed to sustain area summer traffic, the increases being felt in winter recreation and the unexplored frontier of tourist expansion into a full four seasons for this entire area, we feel these roads should be open the year round where it is at all humanly possible and where only relatively minor expenditures are required. The return visits to the taxpayers, the effect upon the surrounding states and communities, the new advantages to the tourist and the traveler all justify the expenditures overwhelmingly. We are public land states and as such our industrial and economic potential has decided limitations. Our scenery, our parks, our forests and our recreation are a major advantage and hold an almost unlimited future in potential development.

In addition to the investments inside both Yellowstone and Grand Teton National Parks, various governmental loans exist in this area for such winter recreation areas as the ski area in the Teton Basin of Wyoming on the west side of the Tetons, adjacent and economically attached to Idaho, and the Teton Village area at Moose. There are a number of others, both public and private, which have governmental participation, some in large amounts. These are needed facilities with almost undeveloped potential and there are other possible areas which I am certain will be developed within the foreseeable future. Winter openings of our adjacent parks would provide large attractions to these areas where a visit to the Yellowstone Park geysers, for example, could be accomplished. Winter convention business has also considerable potential for this entire area but lacks a major attraction to bring the conventions to the area. Again a Park visit by public transportation could well be the single item that would make our convention business grow in all of the surrounding states.

A major problem for our area is the public transportation problem which exists in the off-season months. During the time when traffic is highest in Yellowstone Park we have bus service available. It is not available in the off-season. We have similar problems with service to Jackson. Once again, the extension of

this service with the opening of the roads would add much not only to the tourist development but also to the general economic development of the area. Similar statements might be made about our airline service and, to some extent, about our passenger train schedules.

The Board of Directors of the Greater Idaho Falls Chamber of Commerce has passed a strong resolution urging this Subcommittee and the full Committee of the Senate to provide the necessary funds to keep as many Park roads as possible open throughout the entire year. We feel certain that ultimately the remainder of the roads would also be opened. Our Board has expressed the view that this opening holds the key to our areas well-being and to our future economic development as a tourist center.

Since California has become our major population base and provides us with the greatest number of tourists, it is a prime area for wintertime travel promotion.

We are only a short distance away by air and not many hours of driving time, and easy driving even in the winter. Major winter resorts, we are told, are more and more inaccessible due to crowding, for the average winter traveler and recreationist. We believe that this area can fulfill that need and do the job well.

We solicit your consideration and approval of the funding requests for this purpose.

AUGUST 11, 1967.

Hon. GALE MCGEE,
U.S. Senator,
c/o Jackson State Bank,
Jackson, Wyo.

DEAR SENATOR MCGEE: We are very pleased that you are holding a meeting to discuss possible ways in which a tremendous regional asset, Yellowstone National Park, can be used and enjoyed more effectively.

I am well aware of operational problems and economic roadblocks to operation of facilities in the Park during the winter months. We cannot expect concessionaires to lose great amounts of money.

On the other hand, facilities are in place both inside and outside the Park which conceivably would be used if the Park were to remain open. Having been in the Park myself during the winter, I can assure you that it is a unique experience and one which I believe others would enjoy equally as much as I.

You can be assured that the committee of states which has been working on this problem will continue to seek answers. I would appreciate copies of any summary of this meeting, both for myself and for Fred Martin, Park County News, Livingston, Montana, and Carl Lehrkind, Jr., 1013 E. Olive, Bozeman, Montana.

I am sorry I can't be with you today and I want to take this opportunity to extend my warm greetings to all present.

Kind personal regards,

TIM BABCOCK,
Governor of the State of Montana.

Hon. GALE MCGEE,
U.S. Senator,
Jackson, Wyo.

DEAR GALE: I regret that I will be unable to attend your Subcommittee hearing to determine the feasibility of maintaining certain highways within Yellowstone National Park for travel on a year-around basis.

I am, however, enclosing a statement that I would like to submit for the record. Year-around travel in the Park offers tremendous economic advantages for our area. All concerned are grateful for your continued efforts along this line.

Naturally I would like to have a copy of the transcript as soon as it is available. Fred J. Martin of the *Park County News*, Livingston, Montana, is one of our outstanding editors and he has always actively supported the idea of winter travel in the Park. Unfortunately he will be unable to attend the hearing because he will be here in Washington testifying before the Senate Judiciary Committee. He asked me to convey to you his sincerest regrets. I know that he would also appreciate receiving a copy of the transcript.

With kindest personal regards, I am,

Very truly yours,

ARNOLD OLSEN,
Representative, First District, Montana.

STATEMENT OF CONGRESSMAN ARNOLD OLSEN, FIRST DISTRICT OF MONTANA

Mr. Chairman, just about a year ago the other Congressmen from the Tri-State Area of Montana, Wyoming, and Idaho joined me in sending a letter to the Secretary of the Interior, Stewart L. Udall, supporting the idea of year-around road travel in Yellowstone National Park. I know that the senators and governors from these states took similar steps. I have followed with great interest the studies and discussions that have resulted from these original inquiries. And I deeply regret that I cannot be with you today in Jackson for this public hearing. I would, however, like to submit my views on this subject for the consideration of your Subcommittee.

First, I believe there can be no doubt as to the technical feasibility of snow removal, highway maintenance, and safety procedures on the Park highways. Those of us who live in the Tri-State Area know that our winter image of the snowbound land is greatly exaggerated. Obviously, of necessity, we have made winter travel feasible on all our other roads, and I see no reason why this cannot also be the case within the Park itself.

As mobility continues to increase, more and more people are willing to travel farther to enjoy outstanding scenic wildlife and wilderness areas such as those that are to be found within Yellowstone National Park. As a result of prospective changes in population, income, leisure and travel, forecasts indicate that the over-all demand for outdoor recreation in 1962 would be tripled by the year 2,000. National forest recreation is increasing at a faster rate than either population or gross national product. Each year the Park serves more than two million visitors and the number continues to mount.

There is, however, a changing pattern of use for the Park's recreational facilities. The pattern is now tending towards an increased demand for winter travel. I would like to mention just a few of the many reasons for this increased demand.

The recent development and use of snow-mobiles in winter recreation was generally unforeseen until a few years ago. The winter of 1966-67 was the first time the Mammoth Motor Inn remained open to provide food, lodging, and services for winter tourists. These reduced rates for lodging, in addition to Park-sponsored daily snow-mobile trips from West Yellowstone to Old Faithful, plus spectacular winter scenery and wildlife have attracted a sufficient number of winter tourists to make this first winter operation of commercial concessions more successful than had been anticipated.

In the surrounding region winter big game hunting is growing in popularity. The use of the open-ended elk hunting season by the Montana Fish and Game Commission seems to be a major improvement in managing the Northern Yellowstone Park elk herd. This extended hunting season has brought increasing numbers of hunters into the area during the winter months.

And certainly skiing, by far the most popular winter sport, offers limitless opportunities for winter tourism. Plans are already under way for a ski area in the northern entrance of the Park, not to mention the already operating ski runs in the surrounding area.

According to the Montana State Highway Department the rate of increase in vehicle traffic during the various seasons on Highway 89 outside of Gardiner indicates that winter travel and vehicle traffic is increasing at twice the rate as that for summer traffic. For the three-month winter period, December, January, and February, vehicle traffic into the area increased almost 30 per cent over what was recorded three years ago, as compared to an 11 per cent increase for the six-month summer season and 22 per cent for the six-month winter season during this same period.

Certainly all of these factors indicate an increasing interest and activity in winter tourism and recreation in the Yellowstone Park area. Despite this the highway between Gardiner and Cooke City, Montana, which travels about fifty miles through Yellowstone Park, is the only part of the Park highway system that is open and maintained on a year-around basis. I think the time has come to realize that the Memorial Day to Labor Day pattern of seasonal use of the Park is outmoded and unrealistic in view of the growing popularity of winter sports and travel. Unquestionably there is sufficient demand to warrant year-around road travel in Yellowstone National Park.

Finally, as the Congressman from Montana's Western District, I can not stress too strongly the economic advantages of stretching our tourist season from three to twelve months. The Tri-State Area is lagging behind the other Rocky Mountain states in economic development. Certainly year-around travel within the Park would be a boost to all our economies.

Tourism is already one of Montana's leading industries, and the potential for expanding and developing winter attractions are limited only by our own imaginations. During the 1966-67 winter season, the Montana State Advertising Department initiated a major advertising effort to encourage winter recreation and tourism in Montana; these ads specifically encouraged winter travel in the Park. Certainly being able to invite tourists to enjoy Yellowstone Park the year-around would soften, if not completely erase, the bad winter weather image that plagues the Big Sky Country. I feel sure that if these attractions are advertised and promoted properly increasing numbers of winter tourists will come to enjoy them. I am convinced that year-around highway access in the Yellowstone National Park would be advantageous for all concerned.

WASHINGTON, D.C., August 11, 1967.

HON. GALE MCGEE,
U.S. Senator,
Jackson State Bank,
Jackson, Wyo.:

I am sorry that it is not possible for me to be in the Jackson area to personally give my views on the proposal to keep certain Yellowstone National Park highway open year-round. This possibility is a pleasing one for the nation as a whole, and is especially pertinent to the Idaho Second Congressional District. I applaud your efforts in further delving into this feasibility. If the year-round opening of these routes can be justified to all concerned parties, it will be a tremendous boon to those who love to visit this wonderland of nature.

GEORGE V. HANSEN,
Idaho Second Congressional District Congressman.

AUGUST 9, 1967.

HON. GALE MCGEE,
Senate Appropriations Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR MCGEE: The following resolution was unanimously adopted by the Jackson Jaycees at their last regular meeting:

Resolved, All efforts be made by the Jackson Jaycees and its individual members to promote local and national interest in keeping the highway open during the winter months between Moran Junction, the southeast entrance to the Grand Teton National Park and the northwest entrance to Yellowstone National Park; being the highway through Grand Teton and Yellowstone National Parks.

Keeping such highways open and free to travelers will be inviting to recreation-minded citizens from all over the nation and would serve as an additional and vital stimulus to the economy of the States of Wyoming, Montana, Idaho, Utah, and other Western States.

Respectfully submitted.

JACKSON JAYCEES.

AUGUST 2, 1967.

HON. GALE MCGEE,
U.S. Senator,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR MCGEE: We wish to acknowledge your letter of July 12, and are delighted to hear that you are chairing a public hearing to determine feasibility of maintaining certain highways within Yellowstone National Park for travel on a year-round basis.

The Cody Club, since its beginning in the year 1900, has actively promoted the development of Yellowstone. This club was instrumental in opening up Yellowstone for automobile travel for the first time in 1915.

The Cody Club, throughout the years, has endeavored to push the maintenance of roads in Yellowstone for year-round travel. Records show that since 1930, the Cody Club has actively endeavored to keep the East Gate of Yellowstone and roads leading to other entrances open throughout the year.

Keeping roads open through Yellowstone for winter travel would be a great economic boost to adjacent towns and as far as the East Gate is concerned, would greatly affect all of the Northern Wyoming and the Big Horn Basin in particular. As you know, three U.S. Highways terminate at the East entrance with its closing, U.S. 20; U.S. 16; and U.S. 14.

We have information from the Wyoming Highway Department that keeping open the East Gate of Yellowstone, as well as other entrances, is not only feasible, but can be done at a figure much lower than estimates put out by the officials of Yellowstone National Park.

The Cody Club, Cody's Chamber of Commerce, an active organization for sixty-seven years, appreciates your interest and support in endeavoring to keep not only the East entrance, but other feasible entrances on a year-around basis.

Mr. C. E. Webster and Mr. Richard Jones, members of the Roads Committee, propose to attend your hearing August 12. Mr. Pete Schultz, President of the U.S. Highway 20 Association, also plans to attend the hearing.

Very truly yours,

LOUIS PRANTE,
Vice Chairman, Roads Committee.

EVANSTON, WYO., July 24, 1967.

HON. GALE MCGEE,
*Jackson State Bank,
Jackson, Wyo.*

DEAR SENATOR MCGEE: We certainly like the idea of keeping Yellowstone Park open summer and winter if feasible. We believe great benefits can flow to our entire people, unless the costs would be prohibitive.

Sincerely,

TOURIST COMMITTEE, EVANSTON CHAMBER OF COMMERCE.

LARAMIE CHAMBER OF COMMERCE,
Laramie, Wyo., August 8, 1967.

HON. GALE MCGEE,
*Jackson State Bank,
Jackson, Wyo.*

DEAR SENATOR MCGEE: The Board of Directors of the Laramie Chamber of Commerce has gone on record as endorsing the year-round opening of the highways through Yellowstone National Park, and we would appreciate this information being entered into the record at the Senate Appropriations Committee hearing in Jackson on August 12, 1967.

QUINN JOHNSON, *Manager.*

SALT LAKE AREA CHAMBER OF COMMERCE,
Salt Lake City, Utah, August 1, 1967.

HON. GALE MCGEE,
*U.S. Senator,
Washington, D.C.*

DEAR SENATOR MCGEE: I have your letter with reference to a public hearing scheduled in Jackson, Wyoming concerning the feasibility of maintaining certain highways within Yellowstone National Park on a year-round basis.

In contacting my various associates in that area, it would appear this would be very worthwhile, particularly with emphasis we have now in winter sports. When you consider all the developments for winter sports there certainly is a need for maintaining access to as many areas as possible.

I would like to endorse the proposal of maintaining year-round highway accessibility in Yellowstone National Park area.

Yours very truly,

MAX E. RICH, *Executive Vice-President.*

GREYBULL CHAMBER OF COMMERCE,
Greybull, Wyo., August 9, 1967.

MR. DUDLEY MILES,
c/o Jackson Chamber of Commerce,
Jackson, Wyo.

DEAR MR. MILES: Senator McGee, has informed us that he will chair a public hearing at Jackson, on August 12, to determine the feasibility of maintaining certain highways within Yellowstone National Park for travel on a year-round basis.

We, of the Greybull Chamber of Commerce, would like to go on record as favoring the opening of certain highways within Yellowstone National Park for travel on a year-round basis.

Keeping roads open through Yellowstone for winter travel would be a great economic boost to Wyoming and to adjacent towns and as far as the East Gate is concerned, would greatly affect all of Northern Wyoming and the Big Horn Basin.

Since Highways U.S. 14 and U.S. 16 and others are now kept open by the Wyoming Highway Department for winter travel, we feel that it would be feasible to keep Yellowstone Park open for winter travel.

Sincerely,

JACK KINGHORN,
Chairman, Roads Committee.

TORRINGTON CHAMBER OF COMMERCE,
Torrington, Wyo., August 9, 1967.

To Whom It May Concern:

At a regular meeting of the Torrington Chamber of Commerce, the board of directors passed the following resolution.

Whereas, Yellowstone National Park is the number one tourist attraction in Wyoming and is being enjoyed by more than two million people annually from throughout the world;

Whereas, conditions to accommodate tourists during the short summer season are crowded to the point that some senior citizens are avoiding crowds in Yellowstone Park;

Whereas, if the tourist season is extended and the necessary roads and other accommodations kept open; this would permit many more thousands of visitors to enjoy Yellowstone Park.

Now, therefore, since tourism in Wyoming is crowding agriculture and oil for top spot in the business economy; the Torrington Chamber of Commerce Board of Directors would sincerely recommend that Yellowstone National Park season be extended.

HARRY BOWERS, *President.*

RAWLINS CHAMBER OF COMMERCE,
Rawlins, Wyo., August 9, 1967.

MR. DUDLEY MILES,
Assistant to Senator Gale McGee,
c/o Jackson Hole Chamber of Commerce,
Jackson, Wyo.:

The Rawlins Chamber of Commerce, Dudley, will be represented at the August 12 hearing on the roads in Yellowstone National Park by Mr. Dave Marquith, an officer of the City of Rawlins as well as a Past Director of the Chamber of Commerce.

Mr. Marquith will offer testimony in support of keeping the roads in Yellowstone Park open based on the grave need for increased tourist travel during the winter months in Wyoming.

In addition to Mr. Marquith's presence and testimony, the Rawlins Chamber of Commerce, Rawlins, Motel Association, and the City of Rawlins will each be sending telegrams to Senator McGee and the Committee for the hearing record, supporting the winter opening.

If there is anything else that the Rawlins Chamber of Commerce can do to support the winter opening, please do not hesitate to contact us.

Best personal regard to you and your wife, Rayma.

Sincerely,

LEVELL JONES, *Manager.*

CAMPBELL COUNTY CHAMBER OF COMMERCE,
Gillette, Wyo., August 7, 1967.

Re Winter Travel in Yellowstone Park.

CHAMBER OF COMMERCE,
Jackson, Wyo.:

We, of this business community, are quite conscious of the tourism potential. The proposal of year-around travel in Yellowstone National Park has the potential of affording Gillette the opportunity to serve many thousand more travelers during the "off-season."

Any plan, which has feasible and practical application will receive our support.
 Cordially,

Dr. A. W. PAULSEN, *President.*

POWELL CHAMBER OF COMMERCE,
Powell, Wyo., August 9, 1967.

Hon. GALE MCGEE,
U.S. Senator,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MCGEE: This letter acknowledges your earlier correspondence in regard to keeping certain highways within Yellowstone Park open for travel on a year-around basis, and we are most happy to learn there will be a public hearing to determine the feasibility of this venture.

While we have not, at certain times in the past, been too concerned with the traveling public, there is a growing awareness within the community that matters of this nature are of vital concern to us.

With this in mind we have, in recent years, actively supported plans for more/better roads in the entire area, and keeping roads open through Yellowstone for winter travel would be another great economic boost for the Big Horn Basin as well as the State of Wyoming.

We have strongly supported the Clarks Fork Canyon highway as this would provide an all-weather access to Yellowstone, and consequently the primary maintenance costs would be confined to the Park proper. This one fact alone should be enough to justify keeping the roads within the Park open, but when it is coupled with the lower estimates of winter maintenance it becomes imperative that we at least attempt this project.

Other factors that should influence a favorable decision include the projected number of visitors to Yellowstone which points out a very definite need for an extended season, by the early 1970's, or the short summer months will be so crowded that we will end up the eventual loser.

We know that this matter will be thoroughly reviewed, and we sincerely hope that a favorable decision is rendered so that Wyoming will truly become America's year-around vacationland.

Sincerely,

ROGER W. PETERSEN, *Manager.*

LIONS CLUB,
Kemmerer, Wyo., August 7, 1967.

Mr. GRANT C. LARSON,
President, Jackson Hole Chamber of Commerce,
Jackson, Wyo.

DEAR PRESIDENT LARSON: Thank you for the invitation of August 1, to attend the hearing on August 12 pertaining to the winter opening of the roads in Yellowstone National Park.

At the time of this writing it is the tentative plan of a few of us to be present at the hearing. However, as frequently happens, the best laid plans go amiss, and in the event this should happen we, of the Kemmerer Lions Club wish to be on record as being wholeheartedly in support of your efforts to obtain year-around travel in Yellowstone National Park.

We feel no project could do more to enhance travel through this area at the time of the year it is needed most. We also feel no greater service could be done for

people living in other parts of our country who wish to avail themselves to real winter beauty.

Thanks again for your invitation. Hope to see you Saturday.

Respectfully,

ARTHUR R. PIZ,
Chairman, Highway Committee.

GREEN RIVER CHAMBER OF COMMERCE,
Green River, Wyo., August 10, 1967.

Senator GALE MCGEE,
*Jackson Chamber of Commerce,
Jackson, Wyo.*

DEAR SENATOR MCGEE: We are sorry none of our directors are able to attend the hearing on the feasibility of maintaining certain highways within the Yellowstone National Park for travel on a year-round basis. However, the Green River Chamber of Commerce would like to go on record as giving 100 percent support to the winter opening project.

Sincerely,

DR. JOHN V. BERNARD, *Vice President.*

DOUGLAS CHAMBER OF COMMERCE,
Douglas, Wyo., August 9, 1967.

Mr. DUDLEY MILES,
*Jackson Chamber of Commerce,
Jackson, Wyo.*

DEAR MR. MILES: The Douglas Chamber of Commerce would like to go on record as being in favor of any proposition that would be feasible in keeping the roads in Yellowstone National Park open on a year-round basis. With more and more people taking winter vacations and participating in winter sports the State of Wyoming could offer visitors a winter wonderland vacation . . . in turn the tourist dollar would be left behind to stimulate the economy of towns and cities all across the state.

Sincerely,

THOMAS A. BURLEY, *President.*

RIVERTON CHAMBER OF COMMERCE,
Riverton, Wyo., August 10, 1967.

HON. GALE MCGEE,
*U.S. Senator,
Washington, D.C.*

DEAR SENATOR MCGEE: The Riverton Chamber of Commerce strongly supports the opening and maintaining of the access to Yellowstone Park on a year-around basis. The economy of the State of Wyoming is a prime factor in its continued growth and in the offset of the increased operating expenses of the state government. The tourist business is considered to be the number one industry at \$100,000,000 plus per year and the extension of the season in the Yellowstone and Teton Park areas would create additional revenues, from which additional taxes would be available.

The following suggestions are presented for your consideration:

1. Extension of the season in Yellowstone Park to at least December 1 and maintaining of the access gates to facilitate the collection of the additional income which is definitely available.
2. Maintaining of the highways and lodge facilities to the Old Faithful area.

We cannot state strongly enough the concentrated interest which is evident throughout the whole state in the maintaining of these facilities to promote the additional travel during the winter months. We feel that a determined effort on your part, and the other Senator and Representative from Wyoming, will bring forth the necessary government cooperation to make this proposal a fact.

Sincerely yours,

TED KINNEY, *President.*

BUFFALO CHAMBER OF COMMERCE,
Buffalo, Wyo., July 21, 1967.

Mr. DUDLEY MILES,
Jackson Chamber of Commerce,
Jackson, Wyo.

MY DEAR MR. MILES: At the board meeting on July 17, Senator McGee's letter of the 12th was read to the board. This was in regard to keeping roads in Yellowstone Park open in the winter.

All members present were very interested in the idea and very much in favor. Their opinion was that it would be of great benefit to the Town of Buffalo and also to the Meadowlark ski area both of which are on Highway 16 which is kept open all winter and coming from Interstate 90 is the fastest road to the Park.

The thought is that the opportunity of seeing the wild animals in their natural state and the Park in its winter dress would more than repay the cost of keeping the roads open.

Sincerely,

DON SCHUMAN, *President.*

CACHE CHAMBER OF COMMERCE,
Logan, Utah, August 3, 1967.

Hon. GALE W. MCGEE,
U.S. Senator,
Care of Jackson Hole Chamber of Commerce,
Jackson, Wyo.

DEAR SENATOR MCGEE: Thank you kindly for your letter of July 13 advising us of the hearing to be held on August 12 in Jackson, Wyoming. We appreciate the opportunity of submitting this letter as a part of the record of this hearing.

Senator McGee, Utah and the great Cache Valley area is located on U.S. Highways 89 and 91; the division point being in Logan at the junction of 4th North and Main Streets. Here U.S. 89 turns east through Logan Canyon, Bear Lake, and hence into the Afton, Wyoming, area and into Jackson. Highway 91, from the point of junction, continues north into Pocatello and into the West Entrance of Yellowstone Park. Both of these roads are very important highways in the network of the United States; and we feel that the travel is being increased, especially on Highway 89 as a year-around highway. It becomes very important that the Jackson Hole area and a through area into the Wyoming and Montana areas be kept open to these people who have planned their trips, whether it be business or pleasure, during the winter months.

It is also our opinion that, with the increased emphasis on recreation, a road into the Park in the wintertime would be used extensively for the scenic and recreation aspects that are becoming so vital to the American way of life.

We ask that you seriously consider the possibility of an all-season highway extending through the Yellowstone National Park for travel on a year-round basis.

Sincerely,

DEAN R. SMITH, *Manager.*

BASIN CHAMBER OF COMMERCE,
Basin, Wyo., August 4, 1967.

JACKSON CHAMBER OF COMMERCE,
Jackson, Wyo.

DEAR SIRs: Because of the fact that tourism is one of the largest industries of Wyoming; and

Whereas Yellowstone Park is one of the largest drawing attractions; and

Whereas the winter wonders of Yellowstone Park are little known but are immense and if travel through the Park were made possible, many tourists would enter Wyoming on their way to see these winter wonders and thus add much to Wyoming economy. Therefore, we heartily endorse the "Year-around Open Roads" through Yellowstone Park.

Yours truly,

A. X. JOHNSON, *Secretary.*

LANDER CHAMBER OF COMMERCE,
Lander, Wyo.

Whereas continuous year-around access into and through Grand Teton National Park and Yellowstone National Park would allow Federal U.S. Highways 89 and 287 to be a continuous north, south route and further provide free flow of traffic; and

Whereas, under current present National Park Service practice, Canadian and Montana ski and other winter sports enthusiasts have to travel south and north-west or south and east to enjoy the Jackson Hole ski areas; and

Whereas the winter closing of U.S. Highway 89 and 287 in the aforementioned national Parks constitutes a restriction to the movement of national defense traffic during times of national emergency; and

Whereas this unusual and discriminatory winter closure constitutes the only single and unique impediment to main arterial public traffic; and

Whereas the National Park Service is already voluntarily maintaining and supervising much of this federal highway system within the borders of the aforementioned national Parks; and

Whereas Grand Teton National Park and the overwhelming majority of Yellowstone National Park are within the political and geographical boundaries of the State of Wyoming;

Whereas the State of Wyoming is becoming increasingly more popular as a winter recreation and vacationland; and

Whereas the general public is refused access to Grand Teton National Park and Yellowstone National Park, two of the most awe-inspiring and breathtakingly beautiful winter scenic areas; and

Whereas the snow-mobile industry is a tremendously-fast growing industry as a winter sport; and

Whereas, under present National Park Service practice snow-mobiles are restricted to existing established routes and parking areas; and

Whereas the Grand Teton National Park and the Yellowstone National Park could be enjoined in cooperatively designing and establishing separate snow-mobile routes.

Whereas the seasonal traffic projections into the aforementioned Parks would necessitate advance reservations by 1972; and

Whereas the result of this in succeeding years would seriously and adversely affect a decline in tourist travel in the adjacent areas, through a lack of general knowledge of advance reservations requirements from the rebounding adverse word-of-mouth advertising; and

Whereas winter recreation and tourism has been neglected in Wyoming and continuous access into and through the aforementioned Parks would provide the opportunity to further capitalize on Wyoming's natural winter vacation and recreational resources; and

Whereas year-around access to U.S. Highway 89 and 287 into and through the aforementioned Parks would be most compatible, feasible and economical for further development of our recreational resources in the Lander area: Now, therefore,

Be it resolved by the Board of Directors of the Lander Chamber of Commerce of Lander, Wyoming, That the United States Congress, and the U.S. Park Service be respectfully solicited to effect year-around public vehicular use of U.S. Highway 89 and 287 within the boundaries of Grand Teton National Park and Yellowstone National Park for the necessary improvement of our national highway system for national defense and public convenience and the general welfare of Wyoming's potential number one industry, tourism.

Respectfully submitted,

IRVING POYNTER, *President.*

YELLOWSTONE PARK ROAD RESOLUTION

Whereas the present Yellowstone National Park operating policy is not consistent with the Federal Government's theme of "See America First"; and

Whereas the winter attractions and beauty in Yellowstone National Park rival, and in the opinion of some, surpass the summer attractions and beauty, and

Whereas the government invested improvements in Yellowstone Park are producing only five months out of every twelve months, and

Whereas it is unreasonable to believe the projected increase in Yellowstone National Park visitations can be adequately accommodated in the existing limited season, and

Whereas the normal economic growth of local areas surrounding Yellowstone National Park is retarded due to the "plug" in highway systems imposed by Yellowstone National Park during the winter months, and

Whereas the trend toward more winter vacations and winter activities is upward: Therefore be it

Resolved, That the Lander Motel Association of Lander, Wyoming, go on record as being for the proposition that all of Yellowstone National Park be open to travel and to the general public twelve months of each year; and be it further

Resolved, That true copies of this resolution be transmitted to all news media, Yellowstone Park officials, Senators, Congressmen, and Our Honorable Governor of this great State of Wyoming, and all other groups interested in this resolution.

Respectfully submitted.

LANDER MOTEL ASSOCIATION,
ROBERT E. HULME, *President*.

LANDER SNOW DRIFTERS,
August 11, 1967.

To Whom it May Concern:

The Lander Snow Drifters are opposed to the keeping the road open to Yellowstone National Park in the wintertime for the following reasons:

(1) After traveling in Yellowstone National Park in the wintertime on snow machines it is our belief that there will be more people tour the Park on snow machines than by automobile. There are trips being organized now by people from the East and other parts of the United States to tour the Park on snow machines.

(2) Snow machines and automobiles are not compatible. If the road was plowed out it would be hazardous for travel by snow machines.

(3) If the road was plowed out the visibility for automobile passengers would be very poor.

(4) It would not be necessary to open many concessions for the snow machine traffic.

(5) The cost of keeping the road open per automobile would be extremely high.

Respectfully submitted.

JAMES L. SMAIL, *President*.

ZANETTI BUS & FAST EXPRESS,
Rock Springs, Wyo.

STATEMENT SUBMITTED BY ZANETTI BUS & FAST EXPRESS IN SUPPORT OF
YELLOWSTONE AND TETON PARKS BEING KEPT OPEN YEAR-ROUND

We are here making a feasibility study with the possibility of running daily bus service into Jackson on a year-round basis via Rawlins, Lander, Riverton, Dubois and Togwotee Pass.

We are very much encouraged with the study and have already an order for new buses especially built with front-wheel drive and positive heating built in both incorporated for winter safety.

Winter recreation facilities have increased but ground transportation during winter months has been very inadequate during winter months in the area.

We are equipped and qualified to furnish the type of service needed in the area.

PETE ZANETTI, *President*.

RESOLUTION

Whereas Highway "20" extends through Yellowstone National Park, east to west, and is presently closed to traffic approximately six months each year, and,

Whereas hundreds of thousands of dollars have been invested on and near this highway leading to the Park by individuals, organizations, and companies for

the purpose of accommodating and providing services to tourists and Park visitors, and,

Whereas the closing of Highway "20" each winter season adversely affects the general economy of people, communities, and states adjacent to the Park, and,

Whereas this past season the visitor count at the East entrance showed an increase of 14.3 percent over the previous year, and,

Whereas the road surface of this highway has been greatly improved recently, and,

Whereas since more people interested in recreation and winter scenery are taking winter vacations, and,

Whereas the closing of Highway "20" denies the recreation and scenic beauty of the nation's most beautiful winter wonderland to these travelers, and,

Whereas since major factors such as increased interest and traffic and road conditions have changed since this last survey in 1958, and,

Whereas In a letter from John A. Carver, Jr., Assistant Secretary of the Interior on February 25, 1964, it was indicated that action would be taken: Now, therefore, be it

Resolved That the officers, directors, and members of Highway "20" Association in annual meeting assembled in the City of Valentine, Nebraska, do, hereby, request that the United States Department of Interior National Park Service make an evaluation and study of the winter opening of the national Yellowstone Park roads.

HIGHWAY "20" ASSOCIATION.

Dated: November 21, 1965.

Whereas the Cody Club, since its beginning in the year 1900, has promoted the development of good roads; and Whereas, the road from Cody into Yellowstone Park is closed to traffic during six months of the year; and Whereas, the closing of the road denies large scale benefits to those business establishments along its route; and Whereas, the closing of the road denies access to transcontinental travelers; and Whereas, the closing of the road denies development of a winter recreation area within Yellowstone National Park; and Whereas, the closing of the road denies the scenic beauty of winter in Yellowstone Park to the traveler: Now, therefore, be it

Resolved, That the officers, directors, and members of the Cody Club, Cody's Chamber of Commerce, unanimously endorse and favor the opening of the road into Yellowstone Park during the winter months. The officers, directors, and members of the Cody Club believe that this opening of the highway on a year-around basis is logical, necessary, and of vital importance to the people of Wyoming and the Western United States.

Unanimously adopted by the membership of the Cody Club on this 18th day of October, 1965.

HENRY J. DAVIS, *Secretary*.

WEST YELLOWSTONE, MONT., August 10, 1967.

Senator GALE W. MCGEE,
c/o Jackson State Bank,
Jackson Wyo.:

Statement of Position of West Yellowstone Chamber of Commerce on Opening of the Roads of Yellowstone Park in Winter.

Gentlemen:

West Yellowstone Chamber of Commerce supports the opening of the highways in Yellowstone Park for all-year tourist travel. All-year tourist travel is a natural step in the increasing demand of the American public for all-season recreation.

The long-range potential of winter tourist traffic makes winter travel in the Park a vital factor to our community in future years. Winter snow plowing will help prevent disruption of the existing tourist season by any short sudden storm as now happens in the spring and fall. The public will realize that all-year travel is possible and this will greatly extend our existing season in spring and fall as well as create a new winter industry.

We realize this will alter current snow-mobiling operations but believe suitable tours can be substituted both for large and small machines in other Park areas accessible to the opened highways.

However, the success of winter tourist attraction through the Park poses many problems of highway safety, snow removal and facilities. Careful consideration is

required before the public is admitted on a drive-through basis. If these problems are not properly anticipated, there may be serious incidents involving tourists under severe winter conditions, unless proper planning is made.

West Yellowstone approves winter highway travel in the Park if it is planned right.

Very truly yours,

C. W. DUNBAR,
For the Board of Directors,
West Yellowstone Chamber of Commerce.

HELENA, MONT., August 11, 1967.

Hon. GALE MCGEE,
Senator from Wyoming,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MCGEE: The Helena Chamber of Commerce respectfully asks the Senate Appropriations Committee to consider appropriating funds to keep the roads open yearly in Yellowstone Park from the South entrance to West Yellowstone.

By so doing, it would be a great convenience and timesaver for north and south travelers.

As you know, Yellowstone Park is fast becoming a winter recreational area. Tourists tell us the Park is too congested in the summer and they prefer seeing it in the winter or early spring.

Thank you for your consideration.

Sincerely yours,

Rev. E. J. SULLIVAN,
President,
Helena, Mont., Chamber of Commerce.

HELENA, MONT., August 11, 1967.

Hon. GALE W. MCGEE,
Member, Appropriations Committee, U.S. Senate, Senate Office Building, Washington,
D.C.

DEAR SENATOR MCGEE: It is our understanding that your Committee is considering the matter of keeping U.S. Highway 287 open through Yellowstone Park the year-around.

It is the position of the Montana Chamber of Commerce that such action would be most beneficial and desirable.

Great economic benefits would accrue to residents of your state and ours and the traveling and recreation-minded public would be well served.

We respectfully request your consideration of our position in this matter.

Sincerely,

MONTANA CHAMBER OF COMMERCE,
F. M. GANNON, President.

PROVO, UTAH, August 9, 1967.

Mr. GRANT C. LARSON,
Jackson Hole Chamber of Commerce,
Jackson, Wyo.

DEAR MR. LARSON: Thank you for your letter of August 1, advising us of the hearing pertaining to the opening of the roads through Yellowstone Park in the winter. I had hoped to attend and testify in behalf of those who are in favor of their being kept open, but I have business in Southern Utah and cannot return in time for the hearing. Please accept my regrets.

We wholeheartedly support the opening of the road through Yellowstone Park in the winter. Highway 89 cannot truly be an international thoroughfare as long as this gap remains. The beauty of the Park in wintertime could be a great attraction to winter travelers, not to mention the convenience of being able to drive through the Park instead of around it. The opening of the roads would bring much needed and deserved business to the surrounding communities, especially in the Jackson area, and would directly or indirectly benefit businesses and towns along the full length of the highway.

We sincerely hope for your success in this drive. Please let us know if there is anything further we can do to help you. If at all possible I will try and come to Jackson in time to testify in person.

Yours truly,

GUYLEN R. LANE, *Director,*
U.S. 89 Highway Association.

THERMOPOLIS, WYO., *August 11, 1967.*

Senator GALE MCGEE,
Care Chamber of Commerce, Jackson, Wyo.:

The Northwestern Wyoming community action organization wishes to extend their support in your effort to keep the roads and facilities open year around in Yellowstone Park. The economic impact for Wyoming should be greatly improved as a result of your efforts. As you know NOWCAP organization represents approximately 70,000 people in Northwestern Wyoming covering Fremont, Hot Springs, Washakie, Big Horn, and Park Counties. At our last Executive Board meeting the vote was unanimous in support of your endeavor.

Yours truly,

NOWCAP, PERRY MARTIN,
President.

THERMOPOLIS, WYO., *August 11, 1967.*

Senator GALE MCGEE,
Chamber of Commerce, Jackson, Wyo.:

I wish to extend my support to your efforts of keeping the Yellowstone National Park open on a year-round basis. As a former member of the Wyoming Travel Commission, I am aware of the impact additional winter travel would have on the economy of our state.

PERRY MARTIN.

RAWLINS, WYO., *August 11, 1967.*

HON. GALE W. MCGEE,
U.S. Senator,
Jackson, Wyo.:

The City of Rawlins would like to add their support to the proposal to keep Yellowstone Park roads open year around.

KERMIT RIPPEE, *Mayor.*

THERMOPOLIS, WYO., *August 11, 1967.*

Senator GALE MCGEE,
Jackson Wyoming Chamber of Commerce.:

The Mayor and Town Council of Thermopolis, Wyoming wish to go on record as wholeheartedly supporting your efforts to maintain year-round facilities in Yellowstone Park. This should be of great benefit to our entire state.

N. T. BROWN,
Mayor.

AUGUST 12, 1967.

Senator GALE MCGEE,
Senate Interior Appropriations Subcommittee,
Jackson, Wyo.:

The Jackson Motel Association would like to go on record as being in favor of year-round roads in Yellowstone Park to better serve the traveling public with a longer season and therefore alleviating the summer congestion which now exists. It would give the traveling public a better opportunity to see this wonderful country of theirs.

JACKSON H. RICHARDS,
President,
Jackson Motel-Hotel Association.

RESOLUTION

WORLAND, WYO.

Hon. GALE MCGEE,
Senate Appropriations Committee:

BE IT RESOLVED, by the Board of Directors of the Worland Chamber of Commerce assembled in a meeting of August 7, 1967, representing over three hundred business and professional leaders of Worland, Wyoming, that there has been established a clear and apparent need for the creation of year-around basis for general public travel in Yellowstone National Park; be it further

Resolved That the United States Senate Appropriations Committee, the Honorable Senator Gale McGee and other interested federal and state agencies, be encouraged to recognize the value of year-around travel in Yellowstone National Park to the economic development of Wyoming and to render it all the assistance that they can lawfully give; be it further

Resolved, That keeping the roads open through Yellowstone Park for winter travel would be a wonderful boost to the cities of the Big Horn Basin and Northern Wyoming. We are especially interested in the east gate to Yellowstone Park, naturally, but believe that at least three entrances be kept open to make the project feasible. This would be a definite boost to U.S. Highways 20, 16, 14, and 26; be it further

Resolved, That tourist travel is one of the life blood arteries for Wyoming and that it should be supported in every feasible manner to further all interests. Therefore, we feel that keeping Park roads accessible during the winter season would add materially to the economic growth of the tourist industry and of Wyoming in general; be it further

Resolved, That George Ward, President of the Worland Chamber of Commerce appoints M. A. Miller, Chairman of the Worland Chamber of Commerce Tourist Committee to be empowered and to implement the sense of this resolution at the Senate Appropriations Committee hearing August 12, 1967 at 9:30 a.m. at Jackson, Wyoming.

(This resolution was moved by Frank Myers, Board of Directors member of the Worland Chamber of Commerce and seconded by Donald Becker, Board of Directors member of the Worland Chamber of Commerce and was passed unanimously by a show of hands.)

Attested August 11, 1967.

GEORGE WARD, *President*.

To Whom It May Concern:

Gardner Chamber of Commerce together with several commercial clubs and civic organizations throughout Montana and Idaho, have resolved to petition their Congressmen for assistance in opening the road across Yellowstone National Park connecting U.S. Highways 89 and 191. We feel this road is adaptable to all year travel and advisable for the reasons hereinafter set forth.

Whereas this highway would give winter tourists through the Northwest access to a scenic drive through Yellowstone National Park. The wild game herds and other attractions then would be within reach of the traveling public all year rather than for only a short summer season.

Whereas the forty-nine miles of road that are now closed to travel do not represent difficult snow removal conditions. With a minimum expenditure for initial installations the daily maintenance would be much easier than the fifty-six miles now kept open in Yellowstone National Park from Mammoth Hot Springs to Cooke City as the terrain is not as mountainous and the snow belt not as heavy.

Whereas the National Park Service has obtained more than adequate machinery of the best type to enable very satisfactory maintenance for year-around travel. At this time the National Park Service has four rotary plows and five push-type plows. In ordinary winters the equipment required to service the road from Mammoth Hot Springs to Cooke City is only two push plows, and during an occasional heavy snowfall, one rotary. For only one month in the spring does that National Park Service make use of all of their snow removal equipment. It appears that snow removal machinery of this very expensive type should be used to better advantage to the people than to remain idle eleven months of the year.

Whereas when a previous request was made for opening this highway the Park Service advocated Ranger Patrols at four points along the route for law enforcement and safety. This would appear at first as a prohibitive cost, but if

such patrols are necessary there are stationed in Mammoth Hot Springs, at this writing, more permanent rangers than in any previous year in the history of Yellowstone National Park. The present personnel would be adequate. The fifty-six miles of Cooke City highway is maintained for winter travel with an allotment of \$4,000. A similar or smaller allotment should be sufficient to maintain the forty-nine miles of highway from Mammoth Hot Springs to West Yellowstone.

Whereas in the northwest states thousands of miles of U.S. highways are required to be maintained for year-around travel, and many of these road locations present more difficult snow removal conditions than the road in question. The state and county road departments doing this work are, in general, operating with less efficient equipment and a woefully small number of units for the work to be done as compared to the equipment available for National Park roads. It would seem only logical that a road such as the one from Mammoth Hot Springs to West Yellowstone should be kept open.

Whereas a saving of over 100 miles would be made by travelers routed through the Park if coming either from the south and going east or if coming from the east and going south.

Whereas an expensive snow removal project is completed in Yellowstone National Park each spring as all highways in the Park must be plowed open in preparation for travel. The high cost of this operation is due to the all-winter accumulation of snow which drifts and crusts and in some locations becomes soiced its removal even requires blasting. This ice condition becomes acute only in the spring. A continuous snow removal operation during the winter would eliminate the large expenditure in the spring. A further advantage in having some of the roads open would be that the snow removal equipment could then concentrate on the higher passes for an earlier opening of all roads.

Whereas the opening of a road across Yellowstone National Park would permit those who had been fortunate enough to visit it in summer to again see it, but in a changed array of winter splendor. The few scattered deer and elk seen during the summer months are multiplied by thousands in the herds forced down to the lower ranges in the winter. Snow removal would make Yellowstone National Park available to the thousands who are not free to see it during the short summer season.

Therefore, in view of the reasons set forth above and for the benefit and enjoyment of the people, be it resolved that our Congress designate a certain sum of money to be used for snow removal for winter travel over that portion of the highway in Yellowstone National Park connecting U.S. Highways 89 and 191, a distance of forty-nine miles from Mammoth Hot Springs to West Yellowstone.

DENVER, COLO., August 9, 1967.

CHAIRMAN,
U.S. Senate Appropriations Committee,
Jackson, Wyo.

DEAR SIR: This letter is written for the purpose of becoming part of the record of the hearing of the U.S. Senate Appropriation Committee scheduled for August 12th, 1967, in Jackson, Wyo.; said hearing alleged to be for the purpose of considering the feasibility of keeping certain roads within the Yellowstone National Park open in the winter. Most anything is feasible; the real question that should be considered is whether or not the people's money should be spent on non-essential and unnecessary projects when there are so many important and necessary things that should be taken care of. For the record, I am filing my objection to the opening of the roads as being in no way justified considering the present sad state of the finances of our country and the great need to take care of first things first. It so happens that I am a native of Wyoming and thoroughly familiar with conditions in Jackson Hole and Yellowstone National Park over a period of very many years. I am inclined to think that it is high time for people to take into consideration the financial status of our country and cease to ask for unnecessary and non-essential projects, and I am inclined to think that it is high time that our representatives in Congress should cease to promote such projects for political purposes. A good many of our candidates for Congress in recent years have campaigned on the basis of how much federal money they have managed to bring in the state.

There is little question on the outcome of the Jackson meeting. There is little probability of the people not supporting something they can get for nothing. The final decision will not be based on a thorough study of the proposal but will be based on the opinion of the people who are promoting the idea. In all probability, the National Park officials, who know the problems that would face them in keeping the roads open, will not have much weight in the final outcome. Recently the National Park Service appointed a Master Plan Study Team to study problems in Yellowstone and Grand Teton National Parks. They have held meetings in the Parks and Jackson Hole. Their decision would be based on a study of the problems. Any decision made at the hearing to be held in Jackson on August 12th would not be based on a thorough study. It might seem sensible for the Congressional Committee to delay their decision until they get a report from the Study Team.

It has been stated that the opening of the road from the South entrance of Yellowstone to Old Faithful would add to the economy of Jackson Hole. I question this amounting to much. I have an idea, since the proposed road to be kept open is not part of any through highway, that, in all probability, most of the use of the road would be by local people. There is little spectacular scenery between the South entrance of the Yellowstone and Old Faithful and cars would be driving between high snow banks with little to see but snow and trees. The only points of possible interest would be Lewis Lake, Yellowstone Lake and Old Faithful. Just what one would do at Old Faithful beyond witnessing the eruption of Old Faithful Geyser I am at a loss to understand. Frequently the Geyser Basin is blanked out by fog.

Keeping the road open would certainly necessitate constant patrol by the Park Service and be burdensome. If people from out of state, not used to driving under winter conditions and not properly equipped, took the trip on the roads proposed to be kept open, there would be an element of danger. Most cross country drivers are not well equipped to face winter driving hazards. I would be inclined to think that the Yellowstone Park roads are not well built for being kept open all winter and that keeping them uncovered would cause them to break up in the spring.

There is no question but that keeping the road open would be very expensive. The main question to be settled is whether or not the expenditure of so much money is justified for the comparatively small number of people who would take advantage of the open road. The Yellowstone is open over six months in a year and one would think that would be enough. The spectacular winter scenery is in Jackson Hole and about all it lacks that the open road would supply would be a geyser. The great American Public has reached the point where the man who pays the taxes should give careful thought to spending money that we do not have on non-essential and unimportant projects.

Very truly yours,

CHARLES C. MOORE,
Dubois, Wyo.

STATEMENT OF BURTON W. MARSTON

LARAMIE, WYO., August 9, 1967.

HON. GALE W. MCGEE,
U.S. Senator,
Chairman of Senate Appropriations Subcommittee.

DEAR SENATOR MCGEE AND MEMBERS OF THE SUBCOMMITTEE: I am Burton W. Marston of Laramie, Wyoming, Chairman of the Public Lands Committee of the Izaak Walton League of America and National Director of the League from Wyoming.

On behalf of the Public Lands Committee I wish to state that we are opposed to opening the Yellowstone National Park to year-around travel and use.

We feel that the disadvantages of opening the Park for other than late spring, summer and early fall travel far outweigh any advantages that may accrue to the public for such proposed year-around opening. The obvious great additional expense of such an accommodation should in itself preclude any such plan.

The long, cold winter weather, the heavy snow and ice conditions, the dangerous high altitude passes, would all create conditions of travel with which the general public would find it difficult to endure. It would also be extremely dangerous to safety and health. The Yellowstone National Park is not an area which can be adapted to winter recreation use and its great natural wonders should not be exposed to the harm which might come from such winter travel and recreation use.

Besides the installation and maintenance of heavy snow removing equipment, which in itself would be extremely expensive, it would also necessitate the winterizing of much of the present visitor accommodations as well as that of the employees in the interior regions of the Park. Such accommodations are now only adapted generally to summer use. Also, the installation of further housing accommodations would be against the long-established policy of the National Park Service of holding to a minimum the construction of visitor housing accommodations inside the National Parks. Such actions would seriously detract from the wonderful scenic, wildlife and natural wonders of the Park.

The Yellowstone National Park is just too far north and too high altitude and too large an area to be considered for winter travel and use. It should not be opened as a convenience in route of travel in going east or west, or north or south at that season of the year. It cannot be compared in this respect with the Great Smokies and the Grand Canyon National Parks, where climate and accessibility are much more favorable for winter travel and use.

We therefore respectfully urge that your Committee does not recommend opening the Yellowstone National Park to winter travel and use.

Sincerely yours,

BURTON W. MARSTON,
The Izaak Walton League of America.

WASHINGTON, D.C., August 11, 1967.

Senator GALE W. MCGEE,
Care Field Hearing, Jackson State Bank, Jackson, Wyo.

The Izaak Walton League of America seriously questions the advisability of expanding snow removal programs in Yellowstone to facilitate winter visitation. Such cost factors as new heavy equipment, direct operations, winterization of concession facilities, constant patrol to prevent hazard to visitors entering for actual Park purposes. Hazards to wildlife and to roadside vegetation, unresolved questions about sanitation, pollution, deterioration of present roads and roadbeds suggest caution as the wise policy.

The expanding use of over-snow machines may offer a more sound approach to winter visitation with less hazard to Park values. Obviously, opening the roads to winter automobile travel would eliminate over-snow use.

It is clear that opening the roads to winter use is but one part of the total question of concerning Yellowstone's future road system and visitor use patterns. We do not believe it should be decided separately from the whole. We believe a study in depth of all factors would be highly useful.

Respectfully,

REYNOLDS T. HARNSBERGER,
National President, Izaak Walton.

RESOLUTION

A RESOLUTION VOICING THE APPROVAL OF THE CITY OF ROCK SPRINGS, COUNTY OF SWEETWATER, AND CHAMBER OF COMMERCE OF THE CITY OF ROCK SPRINGS TOWARD ALL EFFORTS BEING MADE TO KEEP THE HIGHWAY THROUGH YELLOWSTONE NATIONAL PARK OPEN THE ENTIRE YEAR RATHER THAN DURING THE SUMMER SEASON ONLY

Whereas Yellowstone National Park offers unsurpassed beauty and natural wonders every season of the year, and

Whereas A great number of travelers prefer to vacation during the winter season and could enjoy this winter wonderland, and

Whereas the City of Rock Springs and Sweetwater County as well as the State of Wyoming, are deriving a major portion of their economic benefits from the traveler visiting Yellowstone Park, and

Whereas our vast ski areas and winter ice fishing on the Flaming Gorge are increasing winter tourist traffic at a rapid growth rate, and

Whereas the opening of the Yellowstone Park road during the winter season would likely encourage winter visitors to extend their stay in Wyoming and, therefore, have a vast economic impact on both the business and labor communities, and

Whereas the City of Rock Springs offers a direct route to Yellowstone National Park via Interstate 80 Highway, and by being the connecting hub, it would make our tourist industry a year-around industry rather than seasonal, therefore, partially eliminating the unemployment condition that exists during the winter months: Now, therefore, be it

Resolved by the Mayor of the City of Rock Springs, the Chairman of the Board of Sweetwater County Commissioners, and the President of the Rock Springs Chamber of Commerce:

Section 1, That it is for the best interests of said city and county and all parties concerned that every effort be made to keep the Yellowstone Park road open at all times during the year.

Section 2, That the governing bodies of the City of Rock Springs, County of Sweetwater, and Rock Springs Chamber of Commerce go on record by this resolution to inform the federal and state governments of their position relative to this matter.

Passed and approved this — day of August, 1967.

PAUL J. WATAHA,
Mayor, City of Rock Springs.
D. S. FERRERO,
Chairman, Board of Sweetwater County Commissioners.
B. W. CROFT,
President, Rock Springs Chamber of Commerce.

WEST YELLOWSTONE, MONT., August 11, 1967.

Senator GALE W. MCGEE,
Care Jackson State Bank,
Jackson, Wyo.

Statement of Position of West Yellowstone Chamber of Commerce on Opening of the Roads of Yellowstone Park in Winter

Gentlemen:

West Yellowstone Chamber of Commerce supports the opening of the highways in Yellowstone Park for all-year tourist travel. All-year tourist travel is a natural evolutionary step in the increasing demand of the American public for all-season recreation.

The long-range potential of winter tourist traffic makes winter travel in the Park a vital economic factor to our community in future years. Winter snow plowing will help prevent disruption of the existing tourist season by any short sudden equinoxial storms as now happens in the spring and fall. The public will realize that all-year travel is possible and this will greatly extend our existing season in spring and fall as well as create a new winter industry.

We realize this will alter current snow-mobiling operations but believe suitable tours can be substituted both for large and small machines in other Park areas.

Accessible to the opened highways.

However the success of winter tourist attraction through the Park poses many problems of highway safety, snow removal and facilities. Careful consideration is required before the public is admitted on a drive-through basis. If these problems are not properly anticipated there may be serious incidents involving tourists under severe winter conditions. Such incidents could deter rather than attract winter travel in the initial phases unless proper planning is made.

West Yellowstone approved winter highway travel in the Park should the program be instituted.

Mr. J. D. GRAY,
A Director of
West Yellowstone Chamber of Commerce.

Senator MCGEE, MEMBERS OF THE COMMITTEE: I am Don Jewett, State Senator from N. Lincoln, Teton and Sublette Counties.

During the 39th session of the Wyoming Legislature I supported House Joint Memorial No. 2 asking our members of Congress and others in Washington, D.C., to do what they could toward attaining year-around maintenance of the main roads in Yellowstone Park.

I supported this legislation because—

First—I felt that any increased winter traffic would be beneficial to the winter economy of our area.

Second—More and more people are becoming interested in winter sports such as skiing and side trips by snow vehicles. A trip through Yellowstone Park in the winter might be just the added incentive to bring more people to Western Wyoming.

Third—Closing of the Park roads during the winter months causes the traveler, who is going to Montana or Northern Wyoming, to detour around Jackson Hole and the related areas.

It is no longer a question as to whether or not it is possible to keep these roads open with the modern equipment that is now available; therefore, we must determine whether the winter traffic in our two national parks justify the expense of winter maintenance.

The Park Service should be able to give a realistic estimate of this proposed winter maintenance. I have cost figures from the Wyoming State Highway Department for snow removal for the winter of 1966 and 1967 which are considered normal.

WYO 22—Idaho State Line—Jackson Jct. Teton Pass—17,564 miles at \$21,760.15.

US 26-89 Alpine Jct.—Hoback Jct.—25,482 miles at \$16,057.25.

US 187-189—Daniel Jct. So. Gate, Grand Teton National Park—70,671 miles at \$44,789.31.

US 26-287—Dubois—East Gate, Grand Teton Natl. Park over Togwotee Pass—53,646 miles at \$40,476.55.

This is a total of 113,717 miles maintained at a cost of \$82,606.71, or an approximate average of \$725.00 per mile for the winter season.

No one can really estimate the benefits in dollars until the Park roads are maintained for all-year travel.

The emphasis now days is on recreation. Let's give the American public a chance to see the winter wonderland of Yellowstone Park. Thank you.

THERMOPOLIS, WYO., August 11, 1967.

HON. GALE MCGEE,
Cache Room, Jackson State Bank, Jackson, Wyo.:

Regret unable to attend hearing. The Thermopolis Chamber of Commerce does endorse maintenance of roads in Yellowstone for year-round travel. Will wherever possible with information, surveys, etc. Appreciate your interest and support. Best wishes for a profitable hearing.

THOMAS A. LOCKHART,
President, Thermopolis Chamber of Commerce.

AUGUST 10, 1967.

To Whom It May Concern:

The North-Western Community Action Programs of Wyoming, Inc., a private, non-profit organization encompassing the five counties of North-Western Wyoming is vitually interested in having Yellowstone National Park open on a year-round basis. We feel this would help stabilize the two most important factors in our area, which are economy and employment opportunities.

All communities in the surrounding area of the Park are now being faced with either "feast or famine." Many individuals, as well as their communities, face financial strain because of this. With additional travel being spread over twelve months, the economy could be stabilized to a greater degree. This would be far more important to those involved than a large increase of summer travel.

The North-Western Community Action Programs has a commitment to improve employment opportunities. This would stabilize jobs for many people year round. What had been short-term employment, would be turned to full-time for some of these people both within the Park and surrounding communities.

We would urge that the Committee recommend Yellowstone National Park be made available to all people on a year-round basis.

"NOWCAP".

The Gillette Motel Association is in favor of keeping Yellowstone Park roads open on a year-around basis.

We feel that actual cost of the total operation is small compared to benefits many thousands of Americans will enjoy through being able to enjoy one of the greatest of God's wonders in winter beauty.

GILLETTE MOTEL ASSOCIATION,
JAMES A. MORROW.

THERMOPOLIS, WYO., August 11, 1967.

Senator GALE MCGEE,
Care Chamber of Commerce, Jackson, Wyo.

County Commissioners of Hot Springs County are in favor of keeping Yellowstone Park highway open year-round.

J. L. PATTERSON, *Chairman.*

STATEMENTS SUBMITTED FOLLOWING HEARING

Mary Back, Dubois, Wyoming.
Art Bazata, President, Yellowstone Park Company.
Arden and Hazel Coad, Dubois, Wyoming.
Jack Dunham, President, Rawlins, Wyoming Chamber of Commerce.
N. E. Frizzell, Secretary, Kemmerer Boosters, Inc., Kemmerer, Wyoming.
Ira N. Gabrielson, President, Wildlife Management Institute, Washington, D.C.
Alice Griggs, Sec.-Treas., Piney Boosters Club, Big Piney, Wyoming.
Levell Jones, Manager, Rawlins, Wyoming Chamber of Commerce.
Honorable Len B. Jordan, U.S. Senator from Idaho.
Thomas L. Kimball, Executive Director, National Wildlife Federation, Washington, D.C.
A. Korfanta, President, Pinedale, Wyoming Chamber of Commerce.
E. H. Krumm, President, Cheyenne, Wyoming Chamber of Commerce.
Amos R. Little, M.D., Chairman, International Competitions Committee, United States Ski Association, Helena, Montana.
Georgia E. McClellan, Casper, Wyoming.
Paul McCollister, President, Jackson Hole Ski Corporation, Jackson, Wyoming.
T. S. Povah, President, Hamilton Stores, West Yellowstone, Montana.
Stan Regele, President, Livingston, Montana Chamber of Commerce.
Arthur W. Roberts, Executive Vice President, Wyoming Oil Industry Committee, Casper, Wyoming.
Pete Schultz, President, U.S. Highway 20 Association.
Robert W. Sievers, Town Attorney, Pinedale, Wyoming.
B. C. Weber, President, Sheridan, Wyoming Chamber of Commerce.

DUBOIS, WYO., August 15, 1967.

DEAR SENATOR MCGEE: This is a letter from a Wyoming conservationist, opposing the year-round opening of Yellowstone Park roads, and I should like to have it put with the records of the field hearing on the subject. I was not able to get to Jackson for the hearing.

I have been through the park several times, early in the season, and have realized that until after June 1 the visitor can see very little of the Park attractions, because of the very large amounts of snow and the consequent banks which are generally higher than the car. I realize that this situation would be only exaggerated if the roads were kept open through the winter. So much for the "views" as an attraction. I think a strictly winter sports campaign for a more restricted use of the park by means of over-snow vehicles would be much more to the point than opening all the park roads.

For myself and other Dubois residents, there would be a distinct advantage in keeping the roads open, not because of the Park attractions, but because it offers access to Montana. But this has nothing to do with conservation and with a National Park as such. In the interests of conservation and the good of the game it would be much better to leave the Park alone. There is an alternate and much less expensive route to Montana which would well serve all travel purposes. This is the road from the Flagg Ranch near the South Entrance west to Ashton, Idaho. It is only a track at present, but even so offers no barrier to any car. Widening and grading this road, making it an all-weather road, would be much less expensive than keeping Park roads open, would be a most acceptable alternative for traveling

between Idaho, Wyoming, and Montana, and in addition would provide a new recreational approach to Yellowstone Park.

The strongest argument against opening the Park roads for winter use is the great additional stress on the big game in their hardest season, and in the same breath, the great danger to travelers the big game on the roads would threaten. I would sure hate to argue my right to the road with a buffalo bull.

Thank you very much.

Sincerely yours,

MARY BACK.

YELLOWSTONE NATIONAL PARK, WYO.,
August 18, 1967.

Hon. GALE MCGEE,
U.S. Senate Building,
Washington, D.C.

DEAR SENATOR MCGEE: Regarding winter roads in Yellowstone National Park: On behalf of Yellowstone Park Company, I wish to add these comments to the subject matter and trust you will give them whatever consideration they deserve in your ultimate recommendations and decisions.

1. Contrary to most public opinion, Yellowstone National Park IS open in the wintertime. Unfortunately, but for good reasons, it is not open near certain towns of Wyoming that would prefer it. In any event, at Mammoth Hot Springs, there is a very fine community including a hotel, service station, general store, medical services, U.S. post office, church, school and permanent personnel of both the National Park Service and the involved concessioners. This community is comparable to any fine year round resort complex in the world. One sad aspect of the situation is that economically it has been just short of being disastrous. Yellowstone Park Company alone expends or "loses" about \$400,000 normally between seasons. Since we have engaged in the wintertime operation at Mammoth Motor Inn, this figure has been substantially greater.

2. There is a year round road from Mammoth Hot Springs to Cooke City. Cooke City has had a pathetic wintertime experience and we learn reliably the operators there have no intention of keeping open this winter or in foreseeable winters to come.

Although we certainly harbor all the normal legitimate selfishnesses that are part and parcel of our modern free enterprise system, yet the fact remains that our opposition to more roads being open in the wintertime is due to our sincere concern that operators in the peripheral towns be not deceived by the potentials in the so-called winter business and suffer even greater losses than they do now by being closed in the winter months.

3. As, I daresay, everyone knows West Yellowstone, Montana, has done a splendid job facing up to the facts of life and developing something of a winter economy based on the promotion of snowmobile transportation. It would seem to us, that clearing the roads from West Yellowstone would probably destroy the very core of their wintertime existence because of its uniqueness, attractiveness and popularity as it stands now.

4. Were we unreasonably selfish our position would be to join in this greater demand for winter roads in Yellowstone Park because obviously we could not help but profit from it, provided it brought in any business. Unfortunately, our sincere judgment is that any reasonable amount of business will not be forthcoming for years and years to come and, in the meantime, all that all of us, including the U.S. Government, will enjoy is the suffering of greater expenses and greater financial losses in winter operations.

Certainly someday the time may come when winter travelers will be in such proper abundance that this whole thing will be feasible, practical and sensible. As of now, our figures all indicate that late rains and snows in the spring or early rains and snows in the fall reduce our traffic in the Park almost to a dribble. We cannot believe, but of course we may be terribly wrong, that there are yet enough rugged travelers to enjoy winter in Yellowstone. For such as there are, we honestly contend viewing the Park from oversnow vehicles is far more desirable than viewing the Park via normal vehicles that will be able to travel throughout the Park only through snow tunnels, so to speak, most of the ways.

5. In conclusion, we like your expressed philosophy that all new things usually meet resistance and eventually make the grade. We subscribe to this heartily, but also would like to add a word of reasonable caution to the effect that timing in any venture is also an element for serious consideration. We simply believe

that Yellowstone National Park from a true national point of view is now adequately open in the winter months. As soon as we would sense any real trend requiring more open roads, more facilities, more services, you can rest assured we would be happy to join the bandwagon. How else could we maintain any intelligent position? Surely we are not opposed to growth and expansion and development but we do fear some very disappointing years ahead if we move too quickly, and ultimately those who are now doing the urging may conceivably be soon doing some bitter criticizing, when their business figures for winter operations are revealed.

In any event, we certainly appreciate your interest and your responsible composure in this whole affair, and we pledge our cooperation to help make anything work that will ultimately be determined as policy.

Cordially yours,

ART BAZATA, *President.*

DUBOIS, WYO., *August 11, 1967.*

Senator GALE MCGEE,
Jackson, Wyo.

DEAR GALE: I am very sorry that Hazel and I cannot be present at this very vital meeting to give our reasoning and listen to that of the others that will be present. We have a long-standing obligation at the Annual Dubois Volunteer Fire Department's Buffalo barbecue. We have lived in this community of Dubois for the past 15 years and have taken an active part in civic affairs for this corner of the State.

We have visited our home town, Shenandoah, Iowa, at Christmas time, five or six times in these 15 years. No less than two or three times on these Christmas visits the Iowa State spokesman, the Des Moines Register, has carried colored picture editorials of a "Winter Wonderland, Yellowstone in the Wintertime." Many of our friends, knowing we live so close to Yellowstone, are quick to ask or say, "We didn't know Yellowstone was open in the winter." And, regretfully, we would have to tell them that it isn't open to automobile travel.

Gale, I would like to bring out here that we have no direct financial self-interest in backing a project that would keep the roads of Yellowstone open to the traveling and touring public. We do not own a piece of real property. We do have many friends, both here and in the surrounding area, that are in the business of taking care of the summer traveling public. And I know that the bottleneck that Yellowstone causes by its roads being closed in the wintertime does force a financial burden on these businesses and their summertime guests.

Furthermore, we had the opportunity, over the past few years, to see the winter sports enthusiasts make a tremendous increase, the beginning of what will, in five or six years, be termed "a skyrocketing industry" in this high winter wonderland. We feel, with all justification, that the forward step should be taken this winter in keeping Yellowstone roads open for the simple reason of learning what it will take in five years from now to do this job right.

Why this reasoning? It is simple. We are in the jet age. A group of winter sports enthusiasts and tourists will board a chartered jet flight from New York City, and other points in the east, at the same time a man and his family in Casper, Wyoming get into their family car, both groups headed for the Big Jackson Hole Winter Wonderland. The big jets from the east will have landed at the Jackson airport before the family from Casper has reached the summit of Twogwotee Pass. All these people from the east and west, south and north, are going to want to know why they can't see or visit Yellowstone while they are in the area. And I know it is a legitimate question.

Yes, we are in the jet age and have pieces of machinery on the moon. We move mountains and back up rivers for hundreds of miles. We build skyscrapers, and build bridges that are attribute to man's mind and muscles, in other parts of the country. And we move a lot of snow in all parts of the country. As a fact, in the fifteen years we have lived here, Twogwotee Pass has only been closed to travel one time, for 24 hours. And this pass is on the same Continental Divide, just 50 miles from Yellowstone National Park.

Again we say, if we are going to be ready for the great winter change that is coming around Yellowstone, there is no better time to start than this winter, the winter of 1967-1968.

Sincerely yours,

ARDEN and HAZEL COAD.

RAWLINS, WYO., August 12, 1967.

Senator GALE McGEE,
Jackson State Bank,
Jackson Wyo.:

The Rawlins Chamber of Commerce unanimously supports keeping major roads in Yellowstone open on a year-round basis. Our community desperately needs additional winter travel.

Sincerely,

JACK B. DUNHAM, *President.*

KEMMERER BOOSTERS, INC.,
Kemmerer, Wyo., August 14, 1967.

HON. GALE McGEE,
U.S. Senator,
Senate Office Building, Washington, D.C.

DEAR SENATOR MCGEE: As Secretary of the Kemmerer Boosters, Incorporated, of Kemmerer, Wyoming, I am instructed to advise you that at the regular meeting of the Kemmerer Boosters held this date, the Kemmerer Boosters, Incorporated, voted to go on record as favoring the proposition of keeping the Yellowstone Highways open the year around; it was the hope of the Kemmerer Boosters, Incorporated, that this proposition be acted upon favorably when final consideration is given to the matter.

Yours very truly,

KEMMERER BOOSTERS, INC.,
N. E. FRIZZELL, *Secretary.*

WILDLIFE MANAGEMENT INSTITUTE,
Washington, D.C., August 8, 1967.

Senator GALE W. MCGEE,
Old Senate Office Building, Washington, D.C.

DEAR SENATOR MCGEE: I have just learned of the field hearings scheduled for later this week at Jackson, Wyoming, on the subject of removing snow from the roads of Yellowstone and Grand Teton National Parks as a means of facilitating winter visitation. This is a matter of serious concern to me. Representatives of other national conservation organizations surely will want to comment on this, too.

I question the advisability of attempting to remove snow from more park roads at this time. Both parks are open partially to automobiles along maintained routes and to over-the-snow vehicles on all roads where plowing is not done. Presently, all visitors may get to the various areas of the parks providing they use available transportation. The only difference between the present situation and what is proposed is that all park visitors may not get to all park features by automobile.

Individual and group over-the-snow vehicles operate out of West Yellowstone. Individual snow vehicles also enter Yellowstone from the south entrance. The north entrance to Yellowstone at Gardiner is plowed regularly, and autoists have full access to Mammoth Hot Springs and across the park's northern road system to the northeast entrance and Cooke City. These plowed roads traverse a principal winter wildlife concentration ground where the animals can be viewed by interested park visitors.

It should be noted that aside from the thermal areas, Yellowstone offers the winter recreationist no more than already is available on lands surrounding the park. Most of the adjoining lands are equally wild and, in fact, many are more scenically impressed.

Removing snow from the park roads raises considerations of cost and practicability. It has been estimated that the additional cost of keeping Yellowstone roads open during the winter would be more than \$300,000 annually. The acquisition of necessary new equipment, minimum winterization of concession facilities, and allied operations would create an initial investment cost of more than \$500,000. It should be realized that these figures merely reflect the cost of opening Yellowstone roads to winter traffic. They have little or no bearing on the success that may be achieved in keeping the roads open, visitor safety during hazardous months, or in visitor satisfaction.

Many other factors must be considered. Average winter snow depths in parts of Yellowstone are at or above the line of vision from the modern automobile. The effective depths will be increased considerably, however, by the removal of

snow from roads and its deposition along roadsides following each storm. In many parts of the park, the autoist would be traveling through a narrow lane bordered on each side by a bank of snow and ice extending considerably above his line of sight.

Existing park roads are narrower than state roads; most have no shoulders and trees and other vegetation grow close to the road. Winter driving under these conditions would increase the hazards of head-on collisions. Furthermore, because they are essentially summer roads, less care has been given to the fills and subsurfaces during the construction of park roads. It is expected that the combination of auto travel and frost would create expensive repair costs.

Winter auto travel in Yellowstone would cause serious problems for wildlife. Large animals, particularly bison, would be a physical threat to autoists and to their possessions. Additionally, auto travel would endanger bison and other animals that move to the plowed roads to get relief from deep snows. Under severe winter conditions, deer, in particular, have a preference for running ahead of a vehicle rather than taking off-road refuge. Winter is the extreme period of physiological stress for wildlife, and both the direct and indirect harassment of the animals by humans could be harmful.

There also are many unanswered questions about sanitation and the disposal of wastes, the effect of road salting on the ecology of park streams, and all the other problems associated with attempting to accommodate, serve and protect human beings with facilities that are designed for summer use.

Park visitation prior to and following the normal summer period is mainly from Idaho, Montana, and Wyoming. Many of these off-season park visitors are, in truth, commuters in that they are journeying from one point to another via the park. It is not known at present how much of the winter visitation would merely be an expansion of this pattern rather than the attraction of new visitors to the park. There are other regularly plowed and maintained roads by which these persons can get from one point to another within the northern Rocky Mountain region. At present, it appears that the principal off-season automotive use of Yellowstone roads is mainly for other purposes than national park visitation.

In view of the many practical problems of winter automobile travel in Yellowstone National Park and both the certain and expected detrimental impact on the natural ecology of the park, the Institute advises against further opening of the park to winter automobile traffic. The few additional dollars that local businessmen would hope to glean from winter park use would be infinitesimal compared to the huge costs that would be borne nationally to make that travel possible, assure minimum human safety standards, and to attempt to protect national park values.

I would appreciate having this letter made a part of the permanent hearing record.

Sincerely,

IRA N. GABRIELSON, *President.*

PINEY BOOSTERS CLUB,
Big Piney, Wyo., August 3, 1967.

GALE W. MCGEE,
*U.S. Senator,
Washington, D.C.*

DEAR MR. MCGEE: In answer to your letter of July 12, 1967, our club voted at our regular meeting on July 24, 1967 to try to keep the roads in Yellowstone Park open to year-round traffic. Several of the members wondered if it would be feasible to do so, but would like to go on record as favoring this action if at all possible.

Sincerely yours,

ALICE GRIGGS, *Secretary-Treasurer.*

RAWLINS CHAMBER OF COMMERCE,
Rawlins, Wyo., August 23, 1967.

HON. GALE MCGEE,
*Senate Office Building,
Washington, D.C.*

OUR REPRESENTATIVE, SENATOR MCGEE: At the recent hearings held in Jackson Hole was unable to present his testimony orally regarding the Yellowstone road opening.

Dave Marquith asked that I write your office so that you have an official record of our feelings. The directors of the Rawlins Chamber of Commerce have unanimously endorsed keeping the roads in Yellowstone Park open on a year-around basis. Anything you might do to this end will be deeply appreciated.

Sincerely,

LEVELL JONES, *Manager.*

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C., August 7, 1967.

HON. GALE W. MCGEE,
U.S. Senator.

DEAR GALE: Thank you for your letter advising that you will chair a public hearing of the Department of the Interior Appropriations Subcommittee of the Senate Appropriations Committee on August 12, 1967 in Jackson, Wyoming. The hearing is to determine the feasibility of maintaining certain highways within the Yellowstone National Park for travel on a year-around basis.

The people of Idaho are very interested in this subject. I will not be able to attend the hearing, but am pleased to enclose a statement which I would like you to have incorporated in the hearing record.

With all good wishes, I am,
Sincerely yours,

LEN B. JORDAN, *U.S. Senator.*

STATEMENT BY SENATOR LEN B. JORDAN, IDAHO, AT A HEARING OF THE SUBCOMMITTEE OF THE SENATE APPROPRIATIONS COMMITTEE AT JACKSON, WYO., AUGUST 12, 1967

Mr. Chairman, I appreciate the opportunity to make a statement in connection with the hearing which is being conducted to explore the possibility of the National Park Service maintaining certain highways within the Yellowstone National Park on a year-around basis. I have attended several conferences on this matter and was pleased when representatives of the states adjacent to this park were invited to participate in a Yellowstone Park Road Study and Review. At least one meeting of this group was held.

In April of 1967, the Director of the National Park Service initiated studies which were to lead to a master plan of operation and development of the Yellowstone and Grand Teton National Parks. A team of outstanding people who were not officially connected with the National Park Service were selected and a meeting of the team has been held. It seems some progress is now being made.

In connection with the natural wonders of the Yellowstone National Park, adequate roads play a key role in the management and full use of this outstanding recreation area. Traffic is increasing each year. Cities, towns and communities near the park are geared to furnish food, lodging, automobile service, medical service, etc. They are expanding and improving their facilities. In addition, some of the highways and roads which run through the park are an integral part of our state and federal highway system. Highway 20, which crosses the park from East to West, is an important link in our Idaho highway program. It connects with Highway 191. Both Highways 20 and 191 connect with Interstate 15 at Idaho Falls, Idaho and it ties in with all cities and towns in the Upper Snake River Valley. This is an important north-south highway which will, when completed, run practically from Mexico to Canada. Highway 20 also crosses Idaho from east to west connecting with Highway 23 which runs to Sun Valley, one of the favorite winter ski areas in the World. Highway 20 connects with Interstate 80N near Mountain Home, Idaho. Interstate 80N, when completed, will run from the East Coast to the Pacific Ocean. As far as Idaho is concerned, the failure to keep Highway 20 open to travel during a part of the year through Yellowstone Park disrupts the proper flow of traffic, causes many motorists to travel additional hundreds of miles, denies many people winter recreation and scenery that is unmatched in the whole world and adversely affects the economy of many of our towns and cities. This disruption and the effect on our towns and cities not only affects Idaho, but also Wyoming, Montana and Oregon.

I hope a program can be worked out so that Highway 20 can be improved and maintained for year-around travel in this outstanding National Park.

Thank you.

NATIONAL WILDLIFE FEDERATION,
Washington, D.C., August 30, 1967.

Hon. GALE W. MCGEE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MCGEE: My apologies for not being able to appear before the hearings which you scheduled at Jackson, Wyoming, on snow removal programs for Yellowstone and Grand Teton National Parks.

I was in your great state to review the long range program of the National Elk Refuge and to take a week's trip into the Teton Wilderness Area but unfortunately I was unable to make it to the hearings before they concluded on Saturday afternoon. May I therefore, take this opportunity to comment on the proposed snow removal program?

I question the advisability of such a program in the light of the cost of such an undertaking as well as the practicability of removing the snow in such a manner as to permit the public to observe the natural phenomena in wildlife which draws people to the park areas. It would seem that the \$300,000 to \$500,000 annual cost could better be utilized in developing more camping and public use areas both within and outside the parks to accommodate the ever-increasing numbers of outdoor enthusiasts. There are also many other unanswered problems as to the practicability of keeping the roads open through the parks in wintertime.

There is the problem of high winds and constantly drifting snow which, even though plowed at frequent intervals, could result in stalled automobiles and even perhaps some other serious consequences for individuals who may not be fully prepared for the rigors of winter travel. There is also a need to develop a body of scientific data upon which to manage properly the plant and animal systems within the park boundaries. This effort has not been adequately funded and yet it is the key to providing sound management policies to manage the parks in such a manner as to keep them in a pristine condition, preserved in a natural state for the enjoyment of future generations.

In summary, may I respectfully suggest that if funds can be allocated to the Tetons and Yellowstone, they be allocated to the development of an increased number of campgrounds and other public service facilities and for an expanded research program, which is essential to proper park management.

Thank you for the opportunity of making these comments.

Sincerely,

THOMAS L. KIMBALL
Executive Director.

PINEDALE CHAMBER OF COMMERCE,
Pinedale, Wyo., August 12, 1967.

SENATOR GALE W. MCGEE,
Senate Appropriations Committee,
Jackson, Wyo.:

The Pinedale Chamber of Commerce is in support of the investigation of keeping the roads open in Yellowstone Park during the winter. We endorse this 100 percent.

A. KORFANTA, *President.*

CHEYENNE CHAMBER OF COMMERCE,
Cheyenne, Wyo., August 2, 1967.

Hon. GALE W. MCGEE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MCGEE: The Board of Directors of the Greater Cheyenne Chamber of Commerce is in unanimous agreement that the winter opening of roads in Yellowstone National Park will contribute greatly to the economy of Wyoming.

The Chamber is of the opinion that year-round operation of our major parks and attractions is necessary if Wyoming's true potential in the tourist industry is to be realized.

We earnestly solicit your valuable support in behalf of keeping Yellowstone National Park open twelve months a year.

Cordially,

E. H. KRUMM, *President.*

INTERNATIONAL COMPETITIONS COMMITTEE,
 UNITED STATES SKI ASSOCIATION,
Helena, Mont., July 19, 1967.

Senator GALE W. McGEE,
*U.S. Senator,
 Washington, D.C.*

DEAR SENATOR MCGEE: Thank you for allowing me to include a statement in the record of the hearing relative to year-round maintenance of roads in Yellowstone Park.

My name is Amos R. Little, Jr. I am currently chairman of the Competitions Committee of the United States Ski Association, having been such for seven years, and I have been a member of this same committee for approximately eighteen years. I have lived in Montana since 1946. I am a practicing physician interested in the development of recreation both on a local and national basis.

The benefits of year-round maintenance of certain roads in Yellowstone Park will be several in my opinion. First, it should be noted that Yellowstone Park is one of the oldest national parks and at present offers practically no recreational benefits to the public during the fall, winter and spring months due to the lack of road facilities for automobile travel. Road maintenance throughout the winter, even of selected portions, such as from West Yellowstone to the south entrance or from Mammoth and West Yellowstone to the south entrance would offer a new winter recreational opportunity to many citizens that could be of immeasurable benefit. Winter recreational activity, both as participant and spectator, has become more and more popular in the United States in the past decade. The natural wonders of Yellowstone Park in winter as scenic opportunities have been viewed by few. Open winter roads would change this. Second, the winter recreational opportunities in the Jackson Hole area, with its new major skiing developments, would be tremendously benefited by the availability of direct highway access from the north. To a certain extent the reciprocal situation would exist for the winter sports areas in the northern areas of Montana and the northwest in general.

Certainly the technical aspects of winter road maintenance have been well solved in the many areas that are in the snow belt of the United States as well as in Europe. Rotary snow removal equipment such as the "Sno-Blast" type that I have seen in operation this past winter, while skiing in Austria, can easily maintain the roads. Undoubtedly the primary objections will be in the economic aspects of such maintenance. In my opinion the annual cost of maintaining the road from West Yellowstone to the south entrance would be more than repaid in the benefits to the public in the adjacent areas as well as to the distant travelers who come to see one of the favorite summer natural wonderlands in its glorious white cover during winter. Undoubtedly this will require supplemental appropriations for the specific purpose of winter road maintenance; however, this would be money well spent in the interests of the many who will benefit.

Thank you for your attention.

Sincerely,

AMOS R. LITTLE, M.D., *Chairman.*

CASPER, WYO.

Re study on keeping year-round roadways open to Yellowstone Park.

Senator GALE MCGEE,
Chairman of Subcommittee.

DEAR MR. MCGEE: As we gathered in the Cache Room of Jackson State Bank, that brisk August morning, to discuss ways and means of keeping the roads to Yellowstone open in the wintertime, everyone must have felt this was a moment for history.

The wonders of Yellowstone and the Teton Parks are outstanding tourist attractions. What greater treat than to see them in their wintertime magic of snow and ice and steam, with the eerie stillness of a vast white world, as against their summertime adornment of green forests and wild flowers, and the wild rush of great rivers and streams.

In H. M. Chittenden's book "Yellowstone National Park," which is a veritable bible of the park's history, he mentioned there was no reason why the park roads couldn't be kept open in the wintertime. He did warn of avalanches and drifting snow, intimating this was no time to be uncautious. But times have changed since this book was written. The automobile, the population explosion and more and longer vacations have put the American public on wheels. This has thrown our

roadways and highways into an almost hopeless state of inadequacy. To keep the park open for wintertime visitation, will involve much expense in equipment and accommodations—even on an experimental basis.

Should this speculation prove its worth in reducing the peak of tourism and raising the economy of our western states; is this the ultimate goal? Can we realize enough monetary value to offset the expense of an adequate framework that will enable the people to view this lavish bit of scenery without cutting the landscape to pieces?

When this great phenomenal part of our country was first explored, and that group of people studied the possibilities of exploitation in the fruits of their discovery—they were excited. They gathered together, just as we did at Jackson, to talk over the possibilities of commercial enterprises. But one dissented. He said that to exploit this beautiful country would also mean tearing it down. History tells it was then set apart, to be held in legacy by the government for the “unrestricted use of the people.”

It's been a political football, and very likely it will always be, but Park Service adheres to its adage to “Provide an opportunity for the park visitor to see and appreciate the natural scenery and native animal life as it would have occurred in primitive America.”

This wintertime visitation will be a venture of high demands. But if it is jointly sponsored and diligently nurtured by the surrounding states, it should achieve a highlight of world attention. Its success will depend upon the dedication of those who lay the foundations.

Let us forget. Park Service is the vanguard of this great playground. Their duties will multiply. Today, in our enthusiasm, let us remember their trust to hold this bit of “primitive America” unspoiled for the generations of other tomorrows.

Most sincerely yours,

GEORGIA E. MCCLELLAN.

JACKSON HOLE SKI CORP.,
Jackson Hole, Wyo., August 14, 1967.

HON. GALE MCGEE,
U.S. Senator,
Senate Office Building,
Washington, D. C.

DEAR GALE: I am writing in regard to the Interior Appropriations Subcommittee meeting held in Jackson, Wyoming, August 12, 1967 in regard to winter opening of Yellowstone Park roads.

The Jackson Hole Ski Corporation in Teton Village would like to go on record as being wholeheartedly in favor of keeping Yellowstone Park roads open during the wintertime. It was pointed out several times during the meeting referred to above that winter sports and recreation is not only an important aspect of the Jackson Hole economy, but also is a rapidly growing one.

If the roads in Yellowstone Park were kept open during the winter, it would not only provide a more convenient access for those folks from Montana and the Pacific Northwest to Jackson Hole, but more important, it would add another dimension to a Jackson Hole ski vacation. Quite a few of our customers this past winter took the time out from their ski holiday to drive around to West Yellowstone and take the over-the-snow vehicle trip into the Park. Several of them told me that it was an unforgettable experience albeit very inconvenient.

Some of the opponents of the proposal made a point that if regular highways were maintained during the wintertime instead of just allowing over-the-snow vehicles in the Park, that it would destroy the wintertime beauty. I can't feel that this point is valid and as a comparison, I offer you Jackson Hole in the wintertime. We have numerous highways open and maintained during the winter and nevertheless, this country is a veritable winter wonderland.

I feel sure that Yellowstone National Park with its wildlife and thermal activity will be a tremendously popular attraction in the wintertime as well as the summertime provided the highways are kept open and those that have a desire will also have the opportunity to visit it.

Cordially yours,

PAUL MCCOLLISTER.

HAMILTON STORES INC.,
Yellowstone National Park, August 18, 1967.

Hon. GALE W. MCGEE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: I would like to have my letter of July 27, 1967, addressed to Governor Clifford Hansen, put in the record regarding the hearings held in Jackson, Wyoming on keeping the roads open year-round in Yellowstone:

"The Honorable CLIFFORD HANSEN,
"U.S. Senate,
"Washington, D.C.

"DEAR SENATOR HANSEN: This will reply to your telegram of July 26, requesting my comments on possible winter operations in Yellowstone National Park, either on a trial or permanent basis.

"All of us who are familiar with the rigors of winter in the northern Rocky Mountains can appreciate the many perils a traveller here might expect to encounter. In spite of concerted efforts by devoted maintenance personnel of State Highway Departments, even main highways can offer dreadfully hazardous situations—particularly during storms. It seems to me that this problem would be greatly aggravated in Yellowstone National Park, where the much higher elevations would increase the frequency and severity of these storms. On balance, the few possible advantages attaching to having Yellowstone's roads open all winter would seem to be grossly outweighed by the many real hazards to travelers. Less perilous East-West and North-South routes adjoin the Park and afford motorists much more certainty of safe travel.

"I am not, of course, a medical man. However, I have frequently heard that persons suffering from relatively mild pulmonary or heart conditions are more subject to serious seizures during extremely cold weather at high altitudes. This is a medical opinion which you may verify from competent sources, but, if true, you can see that Yellowstone has a lethal potential for some individuals in winter.

"The sheer size and isolation of Yellowstone's road system pose obvious inherent hazards for winter maintenance and winter travel. To reduce these hazards, a wide-spread, expensive patrol and communication system would be required.

"Looked at exclusively from a Park concessioner's point of view, a winter operation would be completely unprofitable. None of our existing structures was ever designed for use or occupancy in cold weather; consequently, we would initially be faced with great expenses in winterizing some of our existing buildings or in construction of new facilities more adapted to extreme sub-zero temperatures. During the Spring and Fall, when we are open for business right now, we get very lonesome for customers; frequently operating costs exceed gross dollar income, on a day-by-day basis. However, unprofitable Spring and Fall operations might sometimes be now, we feel that a winter operation would be punishing.

"Another facet of winter operation, from a concessioner's standpoint, involves a possible serious problem in obtaining qualified employees. All such people would have to be able-bodied, versatile individuals. However, the isolation and boredom that almost surely would accompany winter employment in Yellowstone would make the jobs unattractive for many people.

"I am not convinced that now, or in the foreseeable future, public necessity and convenience require that Yellowstone's road system be kept open in the winter any more than it has been for many years. The project would be inordinately expensive compared with the relatively few people who would take advantage of the open roads. This expense would be the Federal government's in acquiring, maintaining, and using large fleets of snow removal equipment and supporting patrol and communications units. Both the Federal government and the Park concessioners would be put to considerable and needless expense to winterize facilities to serve a comparative handful of winter visitors. Surely these funds could be spent by both parties in a number of other ways that would be immensely more beneficial to the throngs of Yellowstone's summertime visitors.

"To summarize: My opposition to this proposed winter opening of Yellowstone's roads is based on my genuine concern for the safety of winter visitors, and the very high cost per visitor of keeping the roads open and providing for visitor accommodations and services.

"Thank you for this opportunity to express my views on this matter which is of great concern to me as a concessioner in Yellowstone National Park.

"Sincerely,

"T. S. POVAH."

Hope everything is going fine for you.

Ellie joins me in extending our best personal regards to you and Mrs. McGee.

Sincerely,

TREVOR S. POVAH.

LIVINGSTON CHAMBER OF COMMERCE,
Livingston, Mont., August 24, 1967.

Senator GALE MCGEE,
U.S. Senator, Senate Office Building, Washington, D.C.

DEAR SENATOR MCGEE: At a special meeting of the Board of Directors of the Livingston Chamber of Commerce held August 22, 1967, discussion was held on the opening and maintenance of Yellowstone Park roads in the winter time. The following Resolution was adopted unanimously:

Be it resolved that we, the following individuals and organizations, favor the opening and developing of Yellowstone National Park for winter recreational activities and to advance these aims, favor the opening and maintaining of as many of the roads in the Park throughout the winter months as is feasible.

Sincerely yours,

STAN REGELE, *President.*

LIVINGSTON, MONT., *August 22, 1967.*

Senator GALE MCGEE,
*Senate Office Building,
Washington, D.C.:*

Livingston voted support for winter opening of Yellowstone Park roads at community meeting last night. Request extension on deadline for revisions of Jackson Hole testimony as support from organizations is expected to follow.

HARVEY GRANT,
Chairman, City-County Planning Board.

RESOLUTION

Be it resolved, that the following individuals and organizations favor the opening and developing of Yellowstone National Park for winter recreational activities and to advance these aims favor the opening and maintaining of as many of the roads in the Park throughout the winter months as is feasible. Letter follows.

STAN REGELE,
President, Livingston Chamber of Commerce.

WYOMING OIL INDUSTRY COMMITTEE,
Casper Wyo., August 14, 1967.

Attention: Mr. Dudley Miles.

HON. GALE MCGEE,
*Senate Office Building,
Washington, D.C.*

DEAR GALE: I am very sorry that I was unable to appear at the Hearing held in Jackson on August 12. As I reported by telephone, my inability to attend was the result of Frontier Airlines 8:02 AM flight being unduly delayed.

Attached are six copies of the statement I intended to present in person and I would appreciate this statement being made a part of the official record.

In addition to my disappointment in being unable to appear, I am also sorry that I missed an opportunity to visit with you.

With kindest personal regards,

Very truly yours,

ARTHUR W. ROBERTS.

STATEMENT OF ARTHUR W. ROBERTS, EXECUTIVE VICE PRESIDENT, WYOMING OIL
INDUSTRY COMMITTEE

The Wyoming Oil Industry Committee, representing individuals and companies in the oil industry including production, refining, transportation and marketing, are appearing here at Jackson, Wyoming, August 12, 1967, in support of the concept of providing access to and from the Park during the winter months.

In general, the area embraced by the park boundaries include the largest segment of our state that is lacking in accessibility during the winter months. We realize that the topography of the country and various other factors plan an important part in any consideration for making such accessibility feasible during the winter months.

We realize that there are many factors that must be considered in arriving at a decision to open the park during these months among which is the consideration of whether the benefits to be derived are commensurate with the costs involved in keeping the park open. This consideration raises the question as to how much of the park's roads and facilities are being considered in this proposal. If we are thinking in terms of access routes only without lodging and service facilities except on an individual point basis, the results might be completely different than if we were to consider keeping all of the park roads and facilities open on a year-round basis. Comparative costs of keeping certain roads in the park open throughout the year versus allowing them to be "snowed-in" and then re-opened in the spring must be taken into consideration.

Since this area is a national park, how is the expense of keeping the park open on a year-round basis to be financed? The State of Wyoming, as we are sure is the case with other states, is hard-pressed to finance the needed highway construction and maintenance within its own boundaries, and a large expenditure such as is probably involved in this program might prove to be an excessive burden if the surrounding states were called upon to provide the funds.

In conclusion, we reiterate that we favor the concept of year-round travel within Yellowstone Park but we feel that before a final decision is reached that the questions raised in the body of this statement should be answered and that the answers be carefully weighed before a final decision is reached. We fully realize that the answer to some of the questions may be difficult if not impossible to answer at this time. We would suggest that an approach to securing answers might be to open certain roads and facilities on an experimental basis for a period of perhaps two years to provide the answers needed.

STATEMENT OF PETE SCHULTZ, PRESIDENT, U.S. HIGHWAY 20 ASSOCIATION

Mr. Chairman, I am here today as the representative of a transcontinental highway association, promoting the only highway which stretches from one coast to the other and which is closed during the winter months.

From Boston, Massachusetts, to Newport, Oregon, U.S. Highway 20 reaches across the heartland of the United States; along the Erie Canal route, past two of the Great Lakes to the capital of mid-America, Chicago; then over rich, fertile farmlands of Illinois, Iowa and eastern Nebraska into the cattle-rich area of West Nebraska and scenic big Wyoming . . . only to stop for one-half of the year at the East Entrance of Yellowstone National Park.

Certainly the planners of this coast-to-coast highway did not envision a part-time route.

A great deal of testimony has been presented today concerning the opening of the north-to-south entrance highways of Yellowstone National Park during the winter months. Certainly the park has much to offer to the winter visitor from the scenic viewpoint. And, most assuredly, the commercial ventures of Jackson Hole would benefit greatly from this north-to-south opening.

However, there can be no argument that the bulk of our country's population is to the east and west of this National Park. And, Highway U.S. 20 offers the shortest, most direct route for the great number of people who might wish to visit this wonderland during the winter months. For any trial or experiment to be successful, it must attempt to attract the greatest number of visitors possible to the Park.

We have heard today that winter highway maintenance and snow removal be carried on on the route from the South Entrance Station to Old Faithful, thence to the Mammoth area and North Gate. We have also heard of the great expense

some have gone to in the purchase of across-the-snow vehicles and the opening of winter scenic rides into the Old Faithful thermal area. We've heard what a great experience this side trip can be and how the opening of a road to Old Faithful would destroy the effectiveness of the "snowmobile" trip.

In view of this, and with an eye toward keeping the cost of winter snow removal at the lowest possible figure, I propose the following routes for year-around travel in Yellowstone National Park, keeping in mind the Park Service obligation of maintaining the park for the greatest good for the greatest number of people:

(1) Open and maintain a north-to-south route from Mammoth to Norris Junction, to Canyon, Fishing Bridge and Lake Junction and to the South Entrance via West Thumb.

(2) Open and maintain the east-to-west route from the East Entrance to Fishing Bridge, to Canyon Village, across to Norris Junction, Madison Junction and West Yellowstone.

Such routing would give the desired park routing for the greatest number of winter travelers and could be maintained at the lowest possible cost. This would eliminate an additional, and unnecessary crossing of the Continental Divide and would maintain the Old Faithful area inviolate of wheeled vehicle travel, thus preserving the scenic and peaceful attractions of that area.

Since the principal park concessionaire has a considerable investment in over-the-snow vehicles already, this would protect this investment and maintain the winter venture while eliminating a great deal of the travel distance for the costly vehicles.

This would open east-west as well as north-south national highways which are presently blocked at the park entrances during the winter and would provide an added incentive for travel along these routes.

Only with additional travel over all season routes can the National Park Service be expected to determine the feasibility of year-around park opening in any trial period, if granted.

PINEDALE, WYO., August 17, 1967.

HON. GALE MCGEE,
Acting Chairman, Interior Appropriations Subcommittee, U.S. Senate, Washington, D.C.

DEAR SENATOR MCGEE: I have been asked to write to you on behalf of the Mayor and Town Council of the Town of Pinedale, Wyoming, and respectfully request that this letter become part of the record concerning the recent hearing held in Jackson, Wyoming, August 12, 1967, with reference to year round use of Yellowstone National Park.

Please be advised that the Town of Pinedale, by and through its Mayor and Town Council, desires to go on record as being opposed to the Federal Government spending any money towards the operation of Yellowstone National Park in the wintertime and they doubt that there is justification of even the expense of the hearings in this matter. It appears that traditionally the Senate Appropriations Committee and any subcommittee thereof should be more interested in finding ways to reduce federal spending rather than in trying to justify in advance future federal spending by compiling a record, at this hearing, of people trying to further their own personal interests.

According to recent newspaper articles apparently the Federal Government is going to be spending in the neighborhood of twenty nine billion dollars in excess of the receipts for the year 1967 and 1968 and is now requesting a 10% surtax to add to present income tax burdens.

The governing body of the Town of Pinedale, Wyoming, of course realizes there will be some benefits derived by the residents of the three state area most directly affected by causing Yellowstone National Park to remain open on a twelve month basis. In addition the people from everywhere that visit Yellowstone National Park during the extended period might be benefited. However, the governing body of the Town of Pinedale realizes that it is most difficult for the Congress of the United States to spend any money anywhere without someone being benefited thereby. However, it is their opinion that a reduction in spending must start somewhere and that if the elected officials representing the people, would attempt to see how little federal money they could bring back to their respective state instead of how much they could bring back the people might be better represented. If our representatives were not bound by a sort of "pork barrel" economy they could vote against appropriations for other states and perhaps a more balanced budget might be achieved.

Consequently in order to start somewhere the elected officials of the Town of Pinedale, Wyoming, desire to go on record as opposing, at this time, the opening of Yellowstone National Park on a twelve month basis and opposing any further federal spending in relation to this subject.

Respectfully submitted.
Yours very truly,

ROBERT W. SIEVERS,
Town Attorney.

SHERIDAN COUNTY CHAMBER OF COMMERCE,
SHERIDAN, WYO.,
July 19, 1967.

Hon. GALE MCGEE,
U.S. Senator from Wyoming,
Senate Office Building, Washington, D.C.

DEAR SENATOR MCGEE: Thank you for your letter of July 12th advising us of the hearing to be conducted under your chairmanship in Jackson on August 12th. We are taking this opportunity therefore to make known to you some of our comments and ideas relating to the winter opening of certain highways within Yellowstone National Park for year around travel.

Sheridan, as well as the entire State of Wyoming is vitally interested in the promotion of Wyoming as a nationally known recreation state. Our wealth of natural assets for recreation makes this a natural economy for our area. The opening of any routes in Yellowstone Park to wintertime traffic will draw considerable publicity to the entire state as a vacation playground and particularly to our winter sports availability, an economic area relatively untapped in Wyoming.

Pertinent to the interest of Northern Wyoming and Sheridan, we request that strong consideration be given to the opening of the Cody to Yellowstone highway to wintertime travel. The good winter highways which are presently maintained through the Black Hills and Big Horn Mountains would tie in to the Cody route to afford travelers from the Eastern United States their most direct route into the Yellowstone country.

Northern Wyoming's investment in the tourism industry represents an important segment of our economy. This possible increase in winter travel would do much to sustain our growth and state development.

The Sheridan County Chamber of Commerce therefore urges the Interior Appropriations Subcommittee hearing to consider an access route to open the vast winter beauties of Yellowstone to the Eastern visitor via the Cody to Yellowstone Highway.

Sincerely,

SHERIDAN COUNTY CHAMBER OF COMMERCE,
B. C. WEBER, *President.*

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